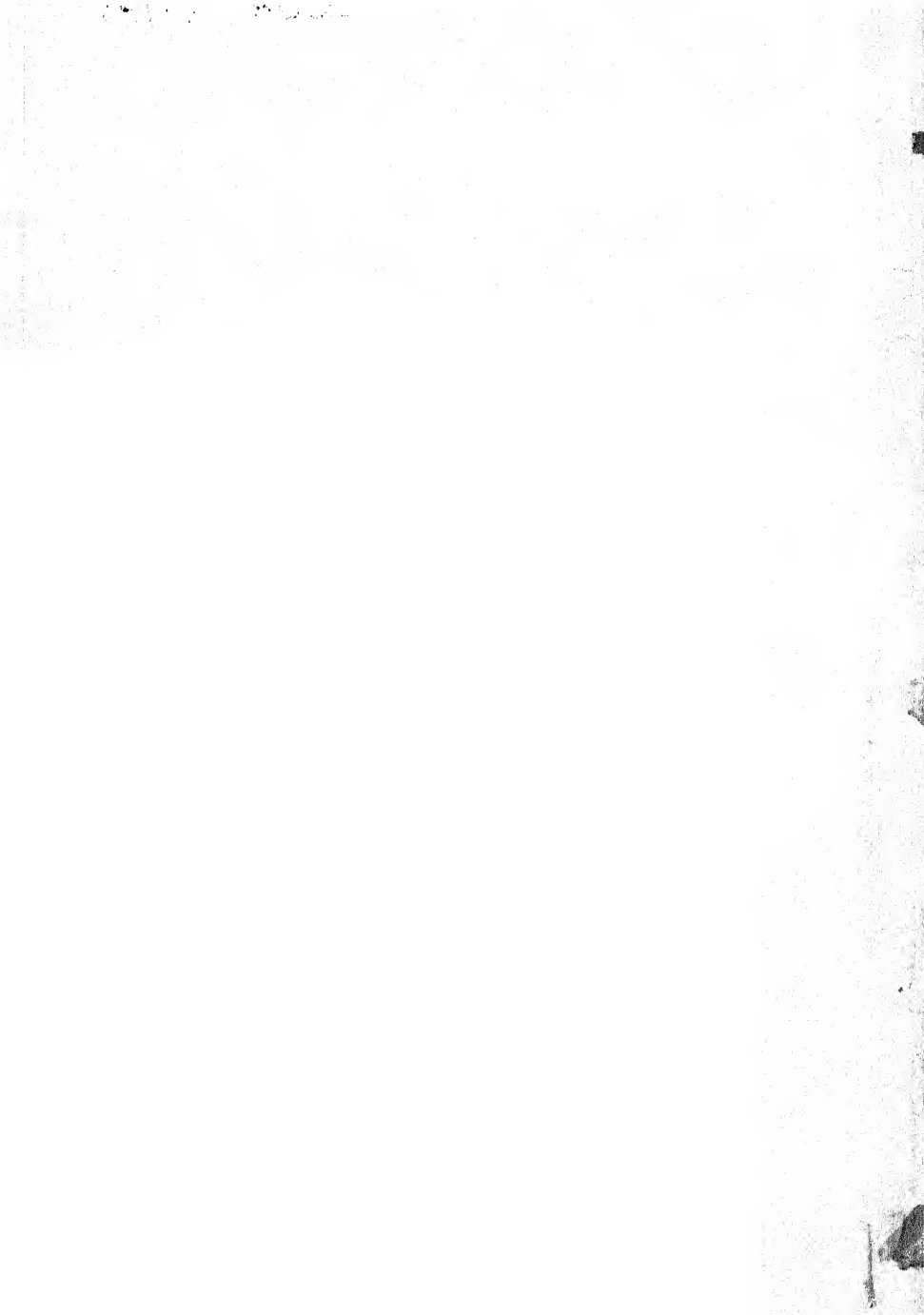


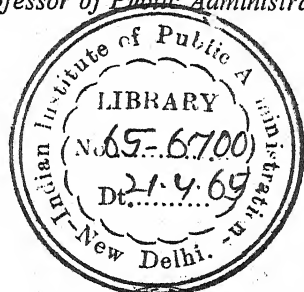
REVENUE INSPECTIONS AT THE DISTRICT LEVEL



REVENUE INSPECTIONS AT THE DISTRICT LEVEL

A. AVASTHI

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NEW DELHI

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FOREWORD

There is a general feeling among the observers of the Indian administrative scene that there is too little systematic review and scrutiny of action after the fact. The need for such evaluation is obvious. The Institute, therefore, decided in 1962 to initiate a critical evaluation of the inspection system at the district level as one of such methods of review and scrutiny ; but it was proposed to confine the first phase of the study to the examination of the system of revenue inspection in three selected States namely, Uttar Pradesh, Madras and Maharashtra, each representing a separate system of revenue administration. Madras has a Board of Revenue and no Divisional Commissioners. Maharashtra on the other hand, has Divisional Commissioners and no Board of Revenue. Uttar Pradesh has on its part both of these institutions.

Revenue administration in India at the district level is a part of general administration which includes maintenance of law and order. Moreover, revenue officers have traditionally acted as representatives of the State Government at the district, sub-divisional and tahsil/taluka/taluq levels. Till recently, these officers were also entrusted with developmental functions. These wider ramifications of the district administration, however, are not covered by the present study, which is limited only to the inspection system of revenue agencies. This is the first appraisal of the Indian revenue inspection system at the district level and I hope that it will be found useful and informative by all interested in the study of Indian administration.

This report is based largely on field investigations carried out in the three States. The first draft of the report was sent for comments to the senior officers of the three State Governments concerned and also shown to some officers of the

Government of India. Note has been taken of their observations and suggestions in preparing the final report. We are grateful to all the three State Governments for their help and cooperation in the project.

The study was entrusted to Dr. A. Avasthi, Professor of Public Administration at the Institute's School of Public Administration, and the report has been prepared by him. He was assisted in the study by Shri R. S. Gupta, Research Officer of the Institute.

The second phase of the study of the inspection system at the district level which the Institute proposes to take up immediately will cover development departments. In this, the usefulness of the inspection system among others, will be assessed and some attention will also be devoted to the reporting procedures which have been evolved in recent years to evaluate the implementation of Plan programmes.

J. N. KHOSLA

Director

New Delhi,

March 15, 1965.

Indian Institute of Public Administration

PREFACE

The genesis of this research project may be traced to a remark of Paul H. Appleby in his "Report of a Survey" of Public Administration in India that "There are, on the whole, too much scrutiny and too many impediments to action before the fact, and too little systematic review and scrutiny of action after the fact." Keen observers of Indian administration cannot but discern an element of truth in the sweeping generalisation of Dr. Appleby. In fact, many administrators find themselves in sympathy with his observations. To quote the remarks of three senior administrators:*

"It seems to me to be generally true that in devising new forms of procedure, the whole system of checks and controls, based as it was upon distrust and undue caution, is taken for granted, and there is disinclination to break new ground, to advocate the taking of risk, or to balance the prevention of losses from vigilance on the one hand with the cost of excessive vigilance on the other."

"As a practitioner, I am quite convinced that we have very little systematic review and scrutiny of our work after it is done, and too much circumspection and hesitation, too many clearances, before action."

"So much time and energy are spent in getting a particular project sanctioned that, by way of reaction, any systematic scrutiny of its implementation goes by the board."

This, however, is not to say that there is no *post facto* review and scrutiny. The entire system of inspection, which has been in existence in India from the very beginning of the British rule, has been geared to that end. Inspections are nothing if not a scrutiny of the actual working of the administration. The extent to which these inspections are effective is the subject of study of this report.

It was with a view to examining the effectiveness and utility of the system of inspections obtaining at the district level,

*Their names must remain anonymous.

particularly since 1947, that Shri L. P. Singh, then Additional Secretary, Ministry of Home Affairs, suggested to the Institute to undertake a study of "Inspection of Government Work at the District Level". The Committee of Direction (Research) of the Institute accepted the suggestion at its meeting held on October 7, 1960, and put me in charge of this research project. Shri R. S. Gupta, then Assistant Research Officer, was nominated to assist me in this work.

The first two months were spent in drawing up an outline of the project in consultation with Shri L. P. Singh, Shri P. R. Nayak and Shri S. Banerji. I also had the benefit of consultations with Professor V. K. N. Menon. As a result of these consultations, it was felt that, though the project had an all-India basis, it was not possible for reasons of finance and time to visit all the States of the Indian Union. It was, therefore, decided to confine the study to an examination of the inspection systems in the three States of Uttar Pradesh, Madras and Maharashtra, each representing a distinctive system of revenue organisation. It was also decided that since it would not be possible to take into account the inspections of all the departments represented at the district level, the terms of reference should be limited to a study of the inspection systems of revenue offices.

The work on this project started in January 1961, when I visited Allahabad, which is the headquarters not only of a District and a Division but also of the Inspectorate of Government Offices, U.P. This was a preliminary visit in the nature of reconnaissance and was followed by another visit to Allahabad by Shri R. S. Gupta for purposes of detailed study of the Inspectorate.

I, then, took up the study of the Delhi Administration with particular reference to the working of the Inspectorate of Local Offices. My case study on "The Public Hospital" came as an offshoot of this study.

My next visit was to Lucknow and Sitapur in October 1961. During this trip, I made a detailed and analytical study of the inspection process in Sitapur District, chosen for purposes of this study by the Government of U.P. At Lucknow I

studied the roles of the Divisional Commissioner and the Board of Revenue as inspecting authorities.

I was scheduled to visit the States of Madras and Maharashtra during the winter vacation in December 1961, but the tour had to be postponed as necessary permission of the Madras Government could not be obtained. After getting clearance from the above Governments, I visited these two States in June-July 1962. I spent the first few days at Madras studying the organisation and working of the Board of Revenue, particularly its role as a supervisory authority over the Districts. I also made a study of the newly established Inspection Cell in the Public Department of the Secretariat. I then visited Coimbatore which was chosen by the Government for detailed study of the inspection process at the District level. From Coimbatore I proceeded to Nasik—the District chosen by the Government of Maharashtra—and after studying the inspection process there, I went on to Bombay where I studied the role of the Divisional Commissioner in the revenue set-up of the State. I also spent some time in the O. & M. cell of the Secretariat to study the O. & M. inspection pattern.

At all the places I visited, I received full co-operation and help from the authorities who accorded me all facilities and gave me free access to all the materials I required. I take this opportunity to express thanks to the three State Governments and their officers for their kind hospitality, sympathetic co-operation and ungrudging help. I must also thank the officers concerned for their valuable advice and suggestions.

In addition to studying the inspection systems in the three States, I had a look at the Inspection Manuals (Revenue) of some other States. I also spent some time in the Central Secretariat Library and the Library of the Delhi Collectorate in an attempt to trace some material which could throw light on the inspection system of the earlier period of the British rule, and I did succeed in getting some material which has helped me in comparing the present inspection system with that of the past. This material, to some extent, has filled the gap due to non-availability of inspection notes of earlier than three to five years from the present day. The State Govern-

ments, under a system of destruction of old records (non-permanent), destroy the inspection notes older than 3 to 5 years, and this has been a handicap to the present study.

For purposes of convenience, this report has been divided into two parts: Report and Appendices. The first part includes seven chapters. The first chapter, entitled Control Mechanism in Administration indicates the role, nature, scope and problems of inspection. It also traces the origin of revenue inspections in India. The second chapter—Organisational Set-up—describes the changing roles of the Collector, the Divisional Commissioner and the Board of Revenue of the three States under study. Chapter three—Internal Inspections—makes a comparative study of the inspections of revenue offices by the heads of these offices. The fourth chapter on Vertical Inspections gives an account of inspections of these offices by the administrative authorities at the next higher echelon and above. Chapter five—Horizontal Inspections—describes inspections by the head of the regional unit 'District or Division' of the offices of parallel departmental agencies. The sixth chapter on Inspections By External Agencies deals with inspections by an external, separate and independent agency, charged solely with inspection work. The seventh and the last chapter, entitled Concluding Observations, is in the nature of an evaluation of the working of the inspection systems in the three States, and discusses the problems of inspection under heads like Forms of Inspection, Process of Inspection, Inspecting Personnel, Contents of Inspection, and Compliance of Inspection Reports. The second part of this report includes appendices, dealing mostly with the prescribed questionnaires for inspections.

After the first draft of the report was ready in November 1962, it was sent for comments to the senior officers of the three State Governments concerned and a few senior officers, including some retired officers, at Delhi and in the three States. Copies of the draft report were also sent to a few selected academicians in India and abroad. In all, about 35 copies were distributed for comments. I am glad to state that I got an encouraging response and received valuable and detailed comments. In a few cases I have had the benefit of personal

discussions on the report. These observations and suggestions have proved most useful to me in finalising the report. I take this opportunity to place on record my grateful thanks to all of them, in particular, Shri L. P. Singh, Shri P. R. Nayak, Shri M. G. Pimputkar, Shri A. V. Pai, Shri S. Banerji, Shri K. K. Dass, Shri M. Zaheer, Shri S. K. Chettur, Shri A. Venkatesan, Shri J. B. D'Souza, Shri J. Singh, and Shri N. S. Pardasani. My thanks are specially due to our ex-Director, Professor V. K. N. Menon, for his wise counsel and inspiration and Dr. J. N. Khosla, the present Director, for his keen interest in the study. I must also thank Shri R. S. Gupta who has accompanied me throughout my tours in the collection of materials and has given valuable assistance in this project from beginning to end.

NEW DELHI;

A. AVASTHI

November 14, 1964.



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CHAPTER ONE

CONTROL MECHANISM IN ADMINISTRATION

ROLE OF INSPECTION

“You get what you inspect rather than what you expect,” is a wise saying of universal application. By far the most difficult aspect of public administration is the ensuring of the effective implementation of governmental policies and the efficient execution of public projects and programmes. Policy-making, budgeting, staffing, planning and programming, by themselves, may not necessarily lead to successful results unless there is someone to ensure that what has been programmed is actually implemented. This can be ensured only by a good system of control built in the organisation. Controlling is the process of determining whether or not actual operation is proceeding as desired and planned and of taking appropriate remedial action as and when required. “Administrative control is the means by which management determines whether objectives are being reached efficiently and on time... a dependable internal control system is like reports sent to a gunner firing at a target beyond the range of his vision”.¹ Control, in fact, is inherent in the hierarchical nature of organisation, each level of which controls the one below it and, in turn, is supervised by the level above it.

Another name for control is supervision. The term is a compound of two words “super” and “vision”, meaning superior power of perceiving. Supervision, simply and briefly put, implies overseeing or superintending the work of others. It has been defined as “direction, accompanied by authority, of the work of others”. It is, however, more than that. It has an educative aspect too. Supervisors are expected to teach the employees or workers under them a better way of doing their

¹ M. E. Dimock, G. O. Dimock and L. W. Koeing—Public Administration, Rinehart & Co., Inc., New York, 1960, p. 425.

work. A third dimension of supervision is its consultative role. The workers on the "firing line" often need guidance and advice. At times they run into difficulties and need a helping hand to extricate them out of these. A supervisor is supposed to advise and guide his subordinates who are prone to turn to him for counsel.

Control in administration has two aspects—before action is taken and after action has taken place. Prior approval comes in the first category. Reporting, audit, and inspection fall under the second category. Prior approval of individual projects is a common technique of exercising control by the superior over the subordinate units. Such approval may be administrative, financial, or both. In India the mere inclusion of a project in the annual budget is not enough. Administrative sanction of the Secretariat Department concerned is the first requisite. In addition, the Finance Ministry/Department has also to give its approval. This arrangement not only ensures detailed and effective control but also provides the much needed flexibility to change the general plan through making changes in the projects. There is scope too of removing misunderstandings and rectifying errors. On the other hand, the arrangement almost always tends to interpose delays, increases red-tape, means additional staff in the Secretariat to cope with the increase in the volume of work, and creates diffidence and indifference on the part of the operating heads, nothing to say of the friction between the Secretariat and its executive agencies.

Reporting is a well-known device of *post-facto* control. It is a standard practice in administration that the operating units should submit an account of their activities to the central office. Such reporting may be in writing or oral. The periodicity of such reports may vary from daily, weekly, fortnightly, monthly, quarterly, half-yearly, to annual. Reports may also be special or *ad hoc*, that is, concerned with certain special matter. The contents of reports may also vary from being merely statistical returns to analytical evaluation. A good system of reporting has obvious advantages. It conveys

information to the superiors about what is going on below. It enables the supervisors to evaluate the performance of their subordinates, to understand the difficulties faced by them and, above all, to control the operations of the organisation.

Another technique of control is audit. Audit, in brief, may be defined as an independent examination of every financial transaction. "The basic objectives of an audit are to see that the funds have been used only for the purposes and in accordance with the conditions established by law, to check the accuracy of accounts and inventories."² The main purpose of audit is to prevent embezzlement, fraud, carelessness, errors, unauthorized expenditure, excess expenditure over allotment and non-compliance with rules and laws. Two things to be noted about audit are: first, that audit is a *post-facto* function, that is, it is in the nature of a post-mortem scrutiny; and, secondly, that it has the limited function of examining compliance with rules and regulations in financial transactions.

Inspection is another common, well-known and traditional mode of control. Inspection of one kind or the other has been an integral part of public administration for as many centuries as governments have emerged as organised units. In the collection of revenue, in particular, governments have always been vitally interested, and inspectors of some sort have been employed for as long as customs, tolls, tributes and taxes have been exacted. Inspection literally means "to look carefully at or over". Professor White has defined inspection as "the examination and evaluation of some matter with respect to standards of public policy". It is designed primarily to ensure that the existing rules, regulations, procedures and practices are observed. In other words, it ensures compliance with the manual. In this respect it resembles the audit function. What audit is to financial transactions, inspection is to administrative transactions. Such a traditional, limited and negative view of inspection, however, is out of date, in the present context of administration. "The inspector is no mere automaton answering

² L. D. White—Introduction to the Study of Public Administration, Macmillan & Co., New York, 1955, p. 296.

'yes' or 'not' to a formal question as to whether his inspection reveals a violation. The modern inspector is often a missionary, charged with telling people subject to his jurisdiction not only what the regulations are and the penalties for their violation, but also why the regulation is necessary and deserves voluntary compliance."³

Inspection, to be useful and effective, must develop a positive and affirmative character, and its scope should be widened to include some sort of audit of performance. It is not enough in a planned economy like ours, which calls for action-mindedness, that rules laid down in the manuals are complied with; the inspecting authority must also evaluate the performance of the inspected agency as to whether it has fulfilled the purposes for which it had been set up. Again, inspections have to develop an O. & M. angle, that is to say, they should not stop at criticising the lapses but go further and suggest improvements in organisation, systems, methods and procedures with a view to increasing efficiency. Lastly, inspection is not a mere fault-finding process, and one of its essential elements should be instructing and guiding the persons working in the inspected agency, and actually demonstrating on the spot as to how defects have to be rectified and discrepancies reconciled. In an ideal system of inspection, the inspectors have to regard themselves as a part of the administrative process and assume responsibility for the successful working of the office or project in the same sense as other officials engaged in the work. The effectiveness of an inspection system should be judged in the light of the above ingredients.

SIGNIFICANCE OF INSPECTION

The utility of inspections is unquestionable and obvious. In order to assess the efficiency of the officers and staff in a particular office, it is necessary to have inspections at frequent intervals. Inspections act as catalysts in toning up the working of offices. The fear of inspection acts as a powerful spur in bringing the disposal of cases and receipts up to

³ F. M. Marx (ed.)—Elements of Public Administration, Prentice Hall Inc., New Jersey, 1959, p. 198.

date, in tidying up the office rooms and buildings, in the proper arrangement of files in the record room, etc. One just shudders to imagine the condition of offices if inspections are done away with. Verily, "that which is not inspected is not done". Inspections can also be highly informative and educative for the inspecting officers themselves inasmuch as they enable them to get an overall, complete and full picture of the working of offices. This can be quite a revelation on occasions. All the nooks and crannies in the office administration, which remain concealed from view in the day-to-day working of the office, get exposed to view at the time of inspection. It may even be said that the officer who inspects, comes out after inspection a more knowledgeable person than the office inspected. In the third place, inspections convey information to superior officers and help them get a closer appreciation of the situation confronting operating officials. Inspections, thus, establish direct working relationship between the headquarters and the field agencies. Fourthly, inspections help in acquiring and collecting information which would otherwise be difficult to obtain, and also to get more complete information than is possible by mere correspondence. They also help check up the inaccuracies in the reports or information already received. "The information furnished by the hierarchy is of course very great, but it does not always include that which the hierarchy wishes not to report. One institutionalised means of information is the inspectorial service."⁴

ORIGIN OF REVENUE INSPECTIONS IN MODERN INDIA

It was only with the acquisition of "diwani" (or revenue administration) rights over Bengal, Bihar and Orissa in 1765 that the East India Company was confronted with the problem of revenue administration. To begin with, the task of collecting revenue was entrusted to Indian officers who worked under the overall supervision and control of the English Resident at Murshidabad for Bengal and of the Chief at Patna for Bihar. Such supervision proved farcical, and in 1769 English

⁴ L. D. White, *op. cit.*, p. 83.

Supervisors were appointed in all districts "to acquire a knowledge of revenue resources and report on the abuse and corruption of the existing system".⁵ This arrangement too did not work satisfactorily, and the Controlling Committee of Revenue was set up in 1771 at Calcutta "with powers to inspect, control and direct all such affairs as came within the competence of the Company's revenue administration".⁶ An improvement on this arrangement was made in 1772 when the President and Council formed themselves into a Board of Revenue, and a Revenue Department was set up at Calcutta. The President and Council also met as the Board of Inspection to look after the establishment work. In this capacity they "established regulations for the conduct of different offices of the Presidency and adopted measures designed to reduce superfluous and unnecessary expenses. The scope of its business also extended to appointments and to the audit of public accounts".⁷ The next step was taken in 1781 with the formation of the Committee of Revenue "to manage the affairs of revenue, justice and police". The "tale of experimentation" came to an end in 1786 when, under the orders of the Court of Directors, the Governor-General-in-Council abolished the Committee of Revenue and set up in its place the Board of Revenue. Its jurisdiction covered "the whole field of revenue administration including settlement, collection and receipt of public revenues".⁸ The Board exercised detailed supervision and control over the Collectors till 1829 when the Collectors were placed under the immediate control of newly created officers called Divisional Commissioners.

However, detailed control over district administration continued to be exercised by the Board of Revenue. In fact, even as late as the eighties of the 19th century, the Collectors and Divisional Commissioners did not have much power of

⁵ B. B. Misra—The Central Administration of the East India Company, 1773-1834, Manchester University Press, 1959, p. 71.

⁶ *Ibid.*, pp. 72-73.

⁷ *Ibid.*, p. 73.

⁸ *Ibid.*, p. 134.

supervision over their subordinates.⁹ The Revenue Board exercised its control through a detailed system of returns, reports and applications for sanction. The most striking point of difference between the British and Indian systems of administration, as then obtaining, was the absence from the former of rules pertaining to submission of numerous returns, explanations and reports which were characteristic of the latter system. The defects of this system of control, as pointed out by the Salaries Commission appointed by the Government of Bengal in 1885 to reorganise the system of business in Executive Offices, were as follows :

- (1) There was the difficulty of checking the accuracy of returns. The explanations, which accompanied the returns, were drawn up by the clerks who prepared the returns. The Collector or even a Deputy Collector only seldom looked at them. "Both in our previous experience and our present enquiries we have come across instances in which an incorrect explanation has been submitted and passed muster, as well as others in which the same stereotyped excuse for delay or failure has been repeated month after month—nay even quarter after quarter—without attracting attention."⁹
- (2) Even if returns could really convey accurate information, and if the truth of the explanations could be properly tested, there would still remain the crowning objection that they could not tell how work was done: "Delay is not the only, nor, all things considered, the worst fault that an officer can be guilty of. Haste and carelessness are as dangerous in their way as delay, if not more so, and against them the returns afford no protection."⁹
- (3) The trouble and time returns, reports and applications took in preparation entailed untold burden on the

⁹ Report of the Salaries Commission, Government of Bengal, 1886, p. 32.

offices concerned. "More of the time, both of superior and ministerial officers, is taken up in writing letters to higher authority asking for sanction than by almost any other branch of their work. So strict indeed is the control exercised by this means, that it, to a great extent, paralyses the local officers and seriously interferes with the proper discharge of their duties, without, as we venture to think, securing either to government or to the public any corresponding advantage. Applications for sanction are of two kinds—those for the disbursement of money, and those for permission to perform certain official act."¹⁰

The Commission recommended the substitution of returns, reports and applications by personal inspection and local investigation. It further suggested that greater power should be transferred to the Collectors and Divisional Commissioners for the purposes of control. "We speak of the present system as unnecessary because we are convinced that the majority of District Officers do not require to have their work so closely and constantly scrutinized."¹¹ Further, in the opinion of the Commission, such inspections "will be able to set right many abuses and inquire into many matters which are not either detected or sufficiently attended to".¹² The Commission recommended a full-fledged system of inspection by the Members of the Board of Revenue of the Commissioner's office, by the Divisional Commissioner of the Collector's office, and by the Collector of the offices of Deputy Collectors.

Another review of the system of inspection and its effectiveness was made somewhere near about 1907 in the Bombay Presidency. Prior to 1907, the Mamlatdar's office in Bombay Presidency was subjected to as many as four inspections in a single year, one by the Commissioner, one by the Collector and two by the Deputy Collectors. This was found to lead to

¹⁰ Report of the Salaries Commission, Government of Bengal, 1886, p. 64.

¹¹ *Ibid.*, p. 33.

¹² *Ibid.*, p. 31.

heavy increase in work wholly incommensurate with the resulting improvement. It was then decided that there should not, except for special reasons, be more than two inspections in a year, one of which should be by the Deputy Collector. It was also decided that the results of the first inspection should be in the hands of the officer making the second examination, whose energies should be principally directed to ascertaining what improvement had resulted in respect of important deficiencies discovered at the first inspection. It was directed that the Collectors should make annual surprise inspection of their offices, that the Commissioner should, when on tour, make a detailed inspection of the Collector's office, and that the Collectors should make a practice of annually inspecting the offices of Assistant or Deputy Collectors. It was also directed that they should at the same time personally enquire into the method of work of Assistant and Deputy Collectors themselves.¹³

The position regarding inspections in the Bombay Presidency (and the same applied with local variations to other provinces), as obtaining prior to Independence in 1947, may be summed up as follows:

The inspections of the offices during the above period used to touch upon the following matters generally:

- (1) amount of arrears in different hands in the office;
- (2) prompt submission to the Head of the Office of references from below;
- (3) degree of tendency shown in the office to shelve difficult and troublesome cases;
- (4) promptitude and regularity in registration of communications, recording and indexing, and extent of rectification of defects pointed out in the previous inspection.

¹³ G.R.R.D. No. 2810, dated March 16, 1907, and G.R.R.D. No. 8626, dated August 30, 1907, Government of Bombay.

These inspections, which used to cover the subjects and compilations as enumerated in the breviary of Office Procedure or otherwise, were intended generally to see whether the directions in the breviary and those issued from time to time by the competent authorities, were complied with and also to advise the officers concerned for improving the general tone of the working in the office. The Commissioners used to inspect every year two Collector's offices, two Prant offices, and one Taluka office in each District in the Division. The remaining subordinate offices in the District used to be inspected by the Collectors and the Prant Officers.

KINDS OF INSPECTION

Revenue inspections at the district level in India are of different types—internal, vertical and horizontal. In the first place, the head of an agency himself is responsible for an inspection of offices and establishments under him. In other words, each superior is expected to inspect the work of his subordinates. This may be called a built-in or internal system of inspection. Under this category comes the inspection by the Collector of his own office. Secondly, the administrative authority at the next higher echelon has also a duty to inspect the work of agencies under it. Thus, a Divisional Commissioner or the Board of Revenue has to inspect the Collectorates, and the Collector, in turn, inspects Tahsils/Taluks/Talukas. Then there are horizontal inspections by which is meant the inspection by the head of a regional unit of the offices of parallel departmental agencies. Thus, in Maharashtra, the Collector, in his capacity as an O. & M. Officer, is authorised to inspect the offices of other Departmental Heads at the district level like the Executive Engineer's office, the District Agricultural Officer's office and so on. Similar authority is vested in the Divisional Commissioners for inspecting offices at the divisional level. There is still another kind of inspection, namely, inspection by an external, separate and independent agency charged solely with inspection work. A good example of such an agency is the Inspectorate of Government Offices in Uttar Pradesh.

ISSUES INVOLVED IN INSPECTIONS

While there is general consensus among public administrators as to the need for inspections, there is much difference of opinion regarding preferable inspection practices. The following are some of the points on which there is no consensus of opinion:

I. *Type of Inspection:*

- (a) Should there be internal inspection or should superintendence and control alone suffice?
- (b) Are horizontal inspections necessary and useful?
- (c) Should there be an external, independent and exclusive agency for inspection?

II. *Process of Inspection:*

- (a) Should inspections be scheduled to occur at regular periodic intervals? If so, what should be their frequency?
- (b) Should the agency to be inspected be given prior notice of an impending inspection visit or should there be surprise inspections?
- (c) What should be the *modus operandi* of an inspection?
 - (i) Should an officer's inspection be preceded by a preliminary inspection by the subordinate staff?
 - (ii) Should the inspection be based on detailed replies prepared in the office of the inspected agency to a comprehensive questionnaire sent in advance?

III. *The Level of Authority:*

- (a) Should the inspection be done by the immediate superior or by the authority at the next superior level or by authorities at all superior levels?
- (b) How many authorities should be allowed to inspect a single agency?

IV. *Contents of Inspections:*

- (a) Should inspection be a highly formalised affair with the inspecting officer commenting on all specified headings?
- (b) Should the inspecting officer be free to pick and choose the aspects he wishes to examine?
- (c) Should the inspection note give a general evaluation of the working of the office inspected and also a critical comment on the officer in charge of the office?
- (d) Should the inspection note be long or short?

V. *Compliance of Inspection Reports.*

- (a) Who should be responsible for compliance and follow-up?
- (b) How best can compliance be secured?

VI. *Evaluation of Inspection Process:*

- (a) Does the existing system satisfy the criteria indicated earlier in this Chapter?
- (b) Suggestions for improvement.

An analysis of the inspection system in the three States of Uttar Pradesh, Madras and Maharashtra described, in the following pages, will show the extent to which each State Government has adopted one alternative or another under the above main captions.

CHAPTER TWO

ORGANISATIONAL SET-UP

A brief description of the organisational set-up (revenue) in the three States chosen for this study, namely, Uttar Pradesh, Madras and Maharashtra, should help in a better appreciation of the inspection process at the district level.

VILLAGE

The ultimate unit for all fiscal and administrative purposes in all the States in India is the Village, which is administered by the village establishment consisting of Lekhpal and Choukidar in U.P., Village Headman and Karnam in Madras, and Patel and Talati in Maharashtra, assisted by a few inferior village servants. The Village Headman in Madras is the most important functionary in the village. He is the head of the village police. It is his duty to collect the revenue dues of the Government from various sources and to remit them into the treasury. He maintains Birth and Death Registers and is the custodian of all the Government properties in the village. Above all, he is the representative of the Government in the village. His counterpart in Maharashtra is the Patel who performs administrative, revenue and police duties. In U.P. there is no corresponding official. Next in importance is the official variously known as Lekhpal (U.P.), Karnam (Madras) and Talati (Maharashtra). He is the Village Accountant in charge of maintaining village accounts and land records. But he is more than that. He is a sort of multi-purpose official to help the Government in gathering all sorts of data and information.

PARGANA/FIRKA/CIRCLE

The next unit in the revenue hierarchy is known as the Pargana in U.P., Firka in Madras and Circle in Maharashtra. The officer in charge of this unit is called Supervisor Qanungo

in U.P., Revenue Inspector in Madras and Circle Inspector in Maharashtra. He is in charge of supervision over revenue administration and land records of every village under his charge. He may be regarded as the first line supervisor in the chain of revenue administration.

TAHSIL/TALUK/TALUKA

Above the Circles are Tahsils in U.P., Taluks in Madras, and Talukas/Mahals in Maharashtra. A Tahsil/Taluk/Taluka is the basic unit for purposes of general administration, treasury, land revenue, land records and a large number of other items of work. It is the office where many basic administrative records are kept. It has the closest contact with the rural population. The head of the Tahsil in U.P. is the Tahsildar who is helped by one or more Naib Tahsildars. In Madras, too, the Taluks are in charge of Tahsildars assisted by Deputy Tahsildars. The head of the Taluka in Maharashtra is the Mamlatdar while the head of the Mahal, which is a small Taluka, is called the Mahalkari who is a little lower in status to the Mamlatdar. All these officers act as Executive Magistrates in their respective jurisdictions.

REVENUE DIVISION/SUB-DIVISION

In Madras and Maharashtra there is an intermediate unit between the Taluk/Taluka and the District, known as Revenue Division in Madras and Sub-Division in Maharashtra. There is no such level in U.P., the Tahsil itself being regarded as a Sub-Division. (There are, however, one or two Sub-Divisions including more than one Tahsil). It is true that the officer in charge of a Tahsil in U.P. is a Deputy Collector known as the Sub-Divisional Officer but, except in a few cases, he sits not at the Tahsil but at the district headquarters. In Madras, Districts are divided into Divisions¹ under the charge of Divisional Officers designated as Revenue Divisional Officers or Sub-Collectors.² There are 37 Revenue Divisions in the State,

¹ The Districts of Madras and the Nilgiris, being too small in area, have no Divisions.

² An I.A.S. officer holding the charge of a Revenue Division is known as Sub-Collector.

each Division comprising two or more Taluks. The Divisional Officers act as a link between the Collector and the Taluk Officers. Maharashtra too has Sub-Divisions or Prants. A Sub-Division consists generally of three to five Talukas and is in charge of an officer of the grade of an Assistant Collector³ or a Deputy Collector. The Prant serves as an effective instrument of decentralisation and in both Madras and Maharashtra provides a training ground for the new recruits to the Indian Administrative Service. All such officers are vested with both revenue and magisterial functions.

DISTRICT

Above the Sub-Divisions stands the District which is for almost all purposes the key unit of the State administration. There is no State in India which does not have Districts, but their size and population vary from one State to the other. Thus, the Districts are much smaller in U.P. than in Madras and Maharashtra. A District in U.P., on an average, covers an area of 2,225 square miles and a population of 1½ million, although there is a big variation in both. The largest District has an area of 4,372 square miles as against only 895 square miles in the case of the smallest District. Similarly, the variation in population is from 22,38,588 to 1,02,246. There are today 54 Districts in the State. The Districts in Madras, on the other hand, are very large in area, the largest being Salem with an area of 7,063 square miles and a population of 33,71,769. The smallest District, on the other hand, has an area of 643 square miles with a population of 8,26,380. The number of Districts in Madras stands today at 13. Maharashtra too has large Districts, the largest having a population of 29,96,267 covering an area of 9,972 square miles. The smallest District, on the other hand, has an area of 2,429 square miles with a population of 5,38,903. There are in all 26 Districts in the State.

Collector (Deputy Commissioner)

The District has, at the helm of its administration, an officer variously known as the Collector or Deputy Commissioner or

³ An I.A.S. officer holding the charge of a Prant is called Assistant Collector.

the District Officer. In the words of the Indian Statutory (Simon) Commission Report, 1930, "every inch of soil in... India forms part of a 'District', and at the head of every District there is an officer—known in some provinces as the Collector and in others as the Deputy Commissioner—who is in the eyes of most of its inhabitants 'the Government'."⁴ The duties of the Collector today are many and varied. They can be grouped for the sake of convenience under the following heads:

- (1) Land Revenue—e.g., collection of land revenue, maintenance of land records, land reforms, consolidation of holdings, etc.
- (2) Magisterial—e.g., law and order, action under preventive sections of the Criminal Procedure Code, etc.
- (3) Developmental—Prior to the introduction of the Panchayati Raj the Collector was closely connected with all development activities in the District including Community Development and National Extension Service. Since the introduction of the Panchayati Raj, however, developmental activities have been handed over to the elected bodies, and the role of the Collector in this respect differs from State to State.
- (4) General Administration—e.g., grant of arms licences, their renewal, suspension and cancellation; enforcement of special Acts like the Cattle Diseases Act, Forest Act, Requisitioning and Acquisition of Immovable Property Act and Excise Act; welfare activities; supervision and inspection; elections, etc.
- (5) Emergency—e.g., arrangements on the occasions of calamities, such as floods, famine, fire, earthquakes, internal and external aggressions, etc.
- (6) Miscellaneous—e.g., small savings campaigns, visits of V.I.Ps., interviewing people, publicity and public relations, attending meetings and conferences, and any other work entrusted by the Government.

⁴ Indian Statutory Commission Report, 1930, Vol. I, H.M. Stationery Office, London, p. 281.

The above classification is just illustrative. It is perhaps not possible to compile an exhaustive list of the duties, functions and activities of the Collector.

In addition to his formal duties, the Collector has many other functions to perform and varied activities to look after. For example, there are numerous institutions of which the Collector in U.P. is the President, such as the District Industries Committee, District Irrigation Committee, District Small Savings Committee, District Co-operative Bank, Co-operative Housing Societies, and in some cases even the managing committees of hospitals and schools. There are, on the average, about 40 committees of which the Collector is the President in U.P. Then there are frequent visits by experts and V.I.Ps., and the District Officer is supposed to make all necessary arrangements for them. "Many Collectors have expressed grave concern about the time they have to spend on attending on the V.I.Ps. Actually, details about such time spent are not available, but the complaint is so common that one cannot ignore it."⁵ Another time-consumer is the celebration of days, weeks and fortnights. "Apparently, a Collector now has to celebrate two fortnights, 15—24 weeks and 10—12 days in a year. Pre-celebration arrangements do not take negligible time."⁶ One more activity that takes away considerable time of the District Officer is receiving the visitors. With the advent of democracy, quite a lot of his time is spent in meeting district politicians and listening to their grievances, demands and advices. In the course of his work he has to maintain close and frequent contacts with all sections of the public and grant interviews. "Officers now feel constrained to receive visitors at all hours, very early as well as very late, and at their residence as well as at the office, and on holidays as well as working days."⁷ Drives for the collection of subscription, loans or funds further tax the Collector's energy and encroach on his time. "With the

⁵ Report on the Reorganization of District Revenue Offices, Government of Bombay, 1959, p. 35.

⁶ *Ibid.*, p. 36.

⁷ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, para. 73, p. 175.

rising tempo of developmental activities, he is increasingly in demand even for functions outside the strict official beat—like presiding over non-political public meetings, or opening, or laying the foundation stones for schools, dispensaries and the like. Even though such functions are treated rather as auxiliaries to his official work and aids to him in keeping touch with important developments, especially in the rural areas, they do take toll of his time and energy. Speaking generally, a Collector at the present day, for fulfilling his role adequately, has to be prepared to accept as his daily routine hours of work far beyond those usually recognised as official hours.”⁸

The Collector is, thus, on all counts, an overworked official. There are 26 Heads of Departments in U.P. who address the Collector and 23 Departments of the Government which issue orders to him. In their turn, each of these Departments is divided into a number of Sections, each of which issues orders to the Collector in its own right. Thus, one of the eight Sections in the Land Reforms Commissioner's office in U.P. issued 716 circulars between 1954 and 1956, which comes to an average of 239 circulars a year. “No less than 116 authorities of the State Government in the Secretariat and outside, apart from Departments of the Central Government, issue orders and references to the Collector. In 1955, the Lucknow Collectorate received over 20,000 orders in writing. In addition, a very large number were received orally and over the telephone.”⁹ A study, made by the Collector of Muzaffarnagar in 1956, showed that in the first nine months of that year, the number of circular orders (printed or cyclostyled) received in his Collectorate from various authorities was nearly 2,500. This excluded secret or top secret circular letters, demi-official letters, notifications and individual letters. Another interesting fact referred to in the study was that the number of manuals to be consulted by a Collector was 124.⁹

⁸ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, para. 160, p. 64.

⁹ Report on the Reorganization of Collectorates, Government of U.P., 1956, para. 13, p. 7.

The Bombay Report on District Revenue Offices made an interesting analysis of the work-load of the Collector. "An average District seems to provide him with the following amount of annual work :

Correspondence	...	...	1,600	hours
Meetings	...	...	200	"
Case hearings	...	...	100	"
"Jamabandi" and Inspections	...	...	80	"
Village Inspections	...	...	200	"
Field Inspections	...	...	250	"
Journeys	...	...	240	"
V.I.Ps.	...	...	180	"
Daily Visitors	...	...	125	"
TOTAL			2,975	"

If he were to allow for Sundays, half-Saturdays and other holidays, the whole work-load comes to about 11.4 hours and if he were only to allow for Sundays it comes to 9.9. The pressure no doubt is heavy. This has made the general control so tenuous as to become almost ineffective. This position leaves the head of the District in a most dissatisfied state of mind and makes a cynic out of him."¹⁰

The District Officer's job, thus, is far from enviable. In the words of the Bengal Administrative Enquiry Committee Report : "The lot of the District Officer, like that of the comic opera policeman, is not a happy one. He is expected to see that nothing goes wrong in his District but he has little power outside the Magistrate and Collector field to see that things go right. He is supposed . . . 'to compose differences between other officers' but he has no power to impose his will upon the recalcitrant. He can cajole and persuade: he cannot compel . . . We have been forcibly struck with the general attitude on the part of the departments to 'hoe their own row'."¹¹

¹⁰ Report on the Reorganization of District Revenue Offices, Government of Bombay, 1959, p. 24.

¹¹ The Bengal Administrative Enquiry Committee Report, 1944-45, paras. 65-66, p. 18.

With the advent of Independence, the Collector's position has become more paradoxical and in certain ways even impossible. Though all the authority that he derives is defined by law, the vast countryside still believes that he is all powerful, and this misconception has even proliferated to higher levels. The difficult position of a District Officer has been very graphically portrayed by a Collector himself¹² in the following words: "He is looked upon to provide ready justice bypassing the law on the subject, to intercede between other Departments and the citizenry, to preside at ceremonies and to keep a watchful eye to ensure that even those who are not his subordinates keep to their places. The Government, while occasionally adopting the mood of the citizenry, regards him as a functionary appointed to execute orders under the scores of different Acts and Rules, and conducts its business in about 80 per cent of its activities through him. The judiciary regards him as an intrusion since he exercises overlapping authority and this, with not the same acumen and fineness that a judicial officer must have in settling issues of jurisdiction or the lack of it and in interpreting the exact significance of prepositions and adverbs. The police organisation regards him as superfluous and too exacting a minor judicial harness on its authority. Technical Departments look upon him as unnecessarily officious and meddlesome, and welcome with relief every diminution of his authority. Executive engineers announce with satisfaction the fact that the future houses to be built for Collectors will be like their own. The intelligentsia and legal practitioners are involved in a perpetual endeavour to bring home to him his limitations under the law, and do not fail to point out, when they discover such a situation, that he was incapable of exercising an authority which his subordinates could. The Community Project Administration, viewing hazily the authority which tradition has invested him with, regards him as a missionary out to improve the lot of the villages and having all the spare time required for this mission. Minor Heads of Departments and their assistants regard him as the machinery which spills out returns and statements, and reports on all sorts

¹² The reference is to the study made by Shri M. Zaheer, Collector of Muzaffarnagar, U.P., in 1956.

of issues from the number of camels in the district to the number of children born to "European subjects". The Planning Department requires him to ensure that all cultivators in the district utilize a certain manure before the fortnight is out, and Land Reforms Commissioner's office views with concern if he could not succeed in seeing to it that all Land Management Committees work in the democratic spirit or could not arrange for the proper maintenance of the non-existing orchards planted by the Samitis. The Harijan Sahayak Department asks in surprise if there is still any village where sweepers and Brahmins do not mix on equal level."

Attempts at Reform : The Government could not for long keep its eyes closed to the difficult situation of the district administration and all the three State Governments under study ordered detailed enquiry into the matter. Thus, the Madras Government appointed the District Revenue Administration Enquiry Committee which submitted its report in 1955. In the same year, the Uttar Pradesh Government authorised its Reorganization Commissioner, Shri K. K. Dass, to scrutinise and initiate proposals for the reorganisation and rationalization of Collectorates and he submitted his report in 1956. The then Bombay Government too appointed Shri M. G. Pimputkar, then Joint Secretary, Political and Services Department, to enquire into the working of revenue offices in the districts in 1958, and he submitted his report on the Reorganization of District Revenue Offices in the same year. All these reports found that the District Officer was over-worked and suggested measures to relieve him of some of his duties and to give him more assistance in discharging his heavy and onerous duties. Now, we shall briefly review the steps taken so far to give some relief to the Collector in the fields of Judiciary, Revenue and Development—the three main spheres of his work.

Separation of Judicial from Executive functions: Soon after the coming into power of popular Ministries in various States in 1945, steps were taken by State Governments

to implement their declared policy of the separation of the Judiciary from the Executive. Under the Criminal Procedure Code and various other statutes, the functions of a Magistrate fall into three broad categories :

- (a) functions which are "police" in their nature, e.g., the handling of unlawful assemblies;
- (b) functions of an administrative character, e.g., the issue of licences for firearms; and
- (c) functions which are essentially judicial, e.g., the trial of criminal cases.

Prior to the introduction of the Separation Scheme, all these functions were concentrated in the Collector as the District Magistrate aided and assisted by a number of Magistrates subordinate to and controlled by him. The essential feature of the new scheme is that purely judicial functions coming under category (c) above have been transferred from the Collector and his subordinate Magistrates to a new set of officers who are under the control not of the Collector but of the High Court. Functions under (a) and (b) above continue to be discharged by the Collector and the revenue officers subordinate to him. Both the new set of officers in charge of judicial functions and the revenue officers in charge of the executive administration have been designated as Magistrates to satisfy statutory requirements. To indicate the difference between them, however, the former category of officials is designated as Judicial Magistrates to distinguish them from the second category of Executive Magistrates. This is the broad pattern common to all the three States, but there are differences in details. Madras and Maharashtra have implemented the policy of separating the judicial from the executive functions fully and all over the State. In Uttar Pradesh, however, the separation has been effected only in certain Districts.

In Madras the separation took effect on the 24th September, 1952. The new scheme has created two categories of Magistrates—Judicial and Executive. To the Judicial Magistrates have been transferred all matters which are judicial in their nature, that is, all matters which involve the recording and

sifting of evidence. In brief, all the judicial authority under the Indian Penal Code has been transferred to them. These Magistrates are appointed in the same manner as Civil Judges and must have legal qualifications. They are no longer under the administrative control of the Collector who has ceased to be the District Magistrate. Instead, a new officer known as the District Magistrate has been appointed. He is the principal magisterial officer of the District and has general administrative superintendence and control over the other Judicial Magistrates in the District. He is also an appellate authority from the courts of subordinate Magistrates. In his turn, the District Magistrate is subordinate to the High Court both in the administrative and judicial spheres. The District and Sessions Judge, as the nominee of the High Court, inspects the courts of the District Magistrate and other Magistrates.

The Executive Magistrates, on the other hand, are vested with the magisterial functions under the Criminal Procedure Code (Sections 106, 107, 108, 109 and 110). They are still responsible for the maintenance of law and order, and functions relating to the handling of unlawful assemblies and issuing of licences for firearms continue to be performed by the Collector and the revenue officers subordinate to him. The executive officers of the Revenue Department, namely, the Collector, the Revenue Divisional Officer (R.D.O.), the Tahsildar and the Deputy Tahsildar are now called Executive Magistrates on whom the responsibility for the maintenance of law and order continues to rest. To enable them to have the statutory authority to discharge this responsibility, these officers continue to be vested with the appropriate powers of a Magistrate. The Collector, by virtue of office, still retains some of the powers of a District Magistrate and is designated as Additional District Magistrate. He continues to be the head of the Police in the District. Similarly, the R.D.Os. are *ex-officio* First Class Magistrates and the Tahsildars and the Deputy Tahsildars are *ex-officio* Second Class Magistrates.

The separation between executive and judicial functions was brought about in Maharashtra by an Act in 1951 as against

Madras and U.P. where the separation was introduced just by a Government Order. The Bombay Separation of Judicial and Executive Functions Act, 1951 was enforced throughout the State of Bombay on July 1, 1953. The Act created two classes of Magistrates, Judicial and Executive. Under the category of Judicial Magistrates were included Presidency Magistrates, Magistrates of the I, II and III Class and Special Judicial Magistrates. The category of Executive Magistrates included District Magistrate, Sub-Divisional Magistrates, Taluka Magistrates, Presidency Magistrates specially empowered by the State Government and Special Executive Magistrates. All Judicial Magistrates are subordinate to the District and Sessions Judge while the Executive Magistrates are subordinate to the Collector as District Magistrate. The division of functions between the two kinds of Magistrates broadly follows the Madras pattern.

As regards Uttar Pradesh, the Separation Scheme was introduced as early as 1949, but as it has been extended on a piecemeal basis, it has still not covered the entire State. The first step in the direction of the separation of executive and judicial functions was taken at the highest level, namely, the Board of Revenue, which was divided into two separate wings, the Judicial Wing located at Allahabad and the Administrative Wing at Lucknow. On the same lines, Additional Commissioners were appointed to deal exclusively with appeals in revenue cases, leaving the Commissioner free to devote himself exclusively to executive functions. Thus, there was effected a separation of executive and judicial functions in regard to appellate work on the revenue side.

The Districts, where the Separation Scheme has been introduced, are known as Separation Districts. To begin with, the existing I.C.S. and I.A.S. officers, Deputy Collectors and Revenue Officers working in such Districts were divided into two classes—Judicial and Executive Magistrates and Assistant Collectors. However, no I.C.S. and I.A.S. officer was to be classified as Judicial Magistrate and Assistant Collector. Magisterial powers of First Class and revenue powers of Assistant Collector, First Class, were conferred on Judicial Magistrates.

In due course, however, a new cadre of Judicial Magistrates has been created. They are recruited separately from among law-graduates like the Munsifs, and they are no longer under the control of the Collector. The Judicial Magistrates work under the Additional District Magistrate (Judicial) who is subordinate not to the Collector but to the Commissioner of the Division. This is an important departure from the Madras and Maharashtra patterns. These Judicial Magistrates take cognizance direct and try cases under the Indian Penal Code (I.P.C.) and the U.P. Tenancy Act, grant remands in all cases under the I.P.C. which he has jurisdiction to try and pass orders on final reports, try all suits and proceedings under other miscellaneous Acts triable by Assistant Collectors, and try such other cases as may be transferred to them by the District Magistrate or the Judicial Additional District Magistrate. In addition, sales of movable property under Section 68 of the Civil Procedure Code is conducted by Judicial Magistrates.

The Executive Magistrates are revenue officers as before and there has been no change in the method of their recruitment. They try all cases under the Criminal Procedure Code, all cases under miscellaneous local and special Acts as specified, and all suits and proceedings under the Land Revenue Act. They also hold identification proceedings, record dying declarations and statements under Section 164 of the Criminal Procedure Code, and try cases under the Land Acquisition Act.

The Separation Scheme does not apply to cases triable by Magistrates of the Second and Third Class and Assistant Collectors of the Second Class. The District Magistrates, however, have been enjoined, as far as practicable, to use the Courts of Honorary and Special Magistrates and Junior Officers, on whom First Class magisterial and revenue powers have not been transferred, for doing such cases and thus relieve Tahsildars of the duty of trying cases to the maximum extent possible.

As regards the District Magistrate, he continues to remain responsible for the peace of the District and the maintenance

of law and order. He supervises the work of Executive Magistrates and Assistant Collectors who are directly responsible to him, but has no control over Judicial Magistrates. He hears no appeals from the orders of both categories of Magistrates. In brief, he has been relieved of all case work and now tries only such suits or proceedings as cannot be transferred to or tried by other courts or officers.

Relief in Revenue Work : Madras has gone farthest in giving relief to the Collector in the field of revenue work. Ever since the State's reorganisation in 1956, the question of devising some method to give relief to the over-worked Collector has engaged the attention of the State Government. One view put before the District Revenue Administration Enquiry Committee, 1955, was to bifurcate the heavier Districts as a way to give relief to the Collector; but the suggestion did not find favour with the Committee and they remarked : "we are definitely of the opinion that the balance of advantage lies in favour of the principle of keeping the Districts as they are in size and giving the relief needed by the Collectors by way of appointment of Personal Assistants.¹³ Later, on the recommendation of the Special Officer for Reorganisation, the Government decided in 1958 to appoint Additional Collectors in four heavy Districts. The Collector was made responsible for the development work, law and order, and the executive magistracy, while the Additional Collector was put in charge of land revenue settlement, civil supplies and general administration. Both officers had equal status.

The above arrangement was not found quite satisfactory and the Government, in the light of further consultations, modified the arrangement in December, 1959. Under the new arrangement the Government has created the post of the District Revenue Officer in nine Districts in the pay scale of Rs. 750—50—900. The District Revenue Officer is a senior member of Provincial Civil Service/I.A.S. He deals with land revenue and general administration while the Collector is

¹³ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras (1955), para. 166, p. 66.

engaged mainly in developmental work. Of course, the Collector continues to be the head of the land revenue administration in the District, and, in that capacity he exercises general supervision over the work of the District Revenue Officer in respect of non-statutory matters entrusted to the latter. However, the Collector cannot interfere in respect of matters in which statutory functions have to be exercised by the new officer. The Government Order creating the new post specifies lists of subjects to be dealt with exclusively by the Collector and the District Revenue Officer and includes a concurrent list of just four subjects which can be dealt with by both officers (*see* Appendix 'A'). The subjects under the control of the Collector are grouped under the heads of Development and Panchayati Raj, Law and Order, Revenue, General Administration and Establishment, while those under the control of the District Revenue Officer are grouped under Magisterial, Revenue, Settlement and Civil Supplies and General Administration. It should be noted that the bulk of the functions of the new officer are statutory.

The position, however, has changed a little since then. The Administrative Improvement Committee, appointed by the Government of Madras in 1961, recommended (a) complete territorial bifurcation of one "Double District", (b) introduction of the "Joint Collector" scheme in place of the existing District Revenue Officers' Scheme in one District on an experimental basis, and (c) review after two years of the entire problem of administrative organisation of "Double Districts".

In the "Joint Collector" scheme recommended by the Committee, the Joint Collector will take the place of the District Revenue Officer and relieve the Collector of work relating to the land revenue administration in both the Development Districts and Panchayats development administration in one of the two Development Districts, thereby limiting the direct responsibility of the Principal Collector to general administration in both the Development Districts and Panchayats development administration in one of the two Districts. Thus, whereas the "District Revenue Officer"

scheme is based on functional bifurcation only, the "Joint Collector" scheme involves a combination of partial territorial bifurcation with functional bifurcation. The new scheme is designed to bring about a better balanced division of functions between the Principal Collector and the Joint Collector.

The State Government approved the above recommendations of the Committee and has taken steps to implement them in the Coimbatore District on an experimental basis. Thus, the post of District Revenue Officer has been redesignated as Joint Collector in Coimbatore District from July 1, 1962, and by this change, the Joint Collector is in charge of one Development District (Coimbatore having been divided into two Development Districts, viz., East and West, each of 20 blocks). Besides the revenue items of work in the entire Revenue District, the District Collector, who is in charge of the other Development District in regard to the developmental activities, is the Principal Collector of the District in charge of law and order.

There can be two reasons for the launching of the above experiment. In the first place, the Government might have felt that the institution of the District Revenue Officer had not given the desired relief to the Collector. Secondly, and more importantly, this step may be interpreted as the precursor to eventual bifurcation of the District which has already been divided into two Development Districts. Whatever the real reason, the fact remains that the institution of Joint Collector has shaken the position of the Collector by divesting him of all control over revenue matters which have historically formed the backbone of the Collector's functions and authority. The very nomenclature of the office loses all meaning if the Collector has nothing to do with the collection of revenue.

In Maharashtra the relief given to the Collector in revenue matters is that the collection of land revenue has been transferred to the Gram Panchayats which have also been made responsible for the maintenance of record of rights in land. The power to use coercive measures to realise land revenue, however, continues to be vested in the Collector.

In Uttar Pradesh no substantial relief has been given to the Collector/Deputy Commissioner in revenue matters. In fact, his work has increased in a way as a result of the abolition of the Zamindari. The collection of land revenue from the tenants is now his direct responsibility.

Field of Development : Coming to the field of development, we find that while this was the main item of his work before the introduction of the Panchayati Raj, the position of the Collector in this field has been considerably affected since. The impact of the Panchayati Raj on the developmental activities of the Collector varies from State to State. Thus, in Maharashtra, all development activities along with the District Development Board have now been transferred to the Chief Executive Officer of the Zilla Parishad. Under the Maharashtra Zilla Parishads and Panchayati Samitis Act, 1961, all development schemes, projects and plans—completed or in preparation—have been transferred to the Zilla Parishad and all officers connected with development work are now under the administrative control of the Chief Executive Officer. The Collector has nothing to do with the working of the Zilla Parishad and is not even a member of it. This has denuded the Collector of much of his functions and authority.

The position is totally different in Madras where there are no Zilla Parishads but District Development Councils instead. All the bigger Districts have been split up into two Development Districts each with a separate District Development Council. The Collector is the Chairman of both Councils (except in Coimbatore District) and the Personal Assistant to Collector (Planning and Development) is the Secretary of both Councils. Thus, unlike Maharashtra, in Madras the kingpin of development activities in the District continues to be the Collector. The State Government has decided to utilise the traditional authority and prestige of the Collector for furthering development programmes. In fact, the main functions which the Collectors have to perform hereafter are the following:

- (i) universalisation and activation of Panchayats;

- (ii) framing and implementing a phased programme of establishing an altogether new type of local authority in the form of over 360 Panchayat Unions and the orderly transfer of power and staff and funds to them from District Boards;
- (iii) formulating and implementing new Rural Development orders designed to establish new relationships between the Panchayat Unions and the Revenue, Public Works, Highways, Co-operation, Agriculture, Animal Husbandry, Industries, Health, Medical and Education Departments; and
- (iv) developing their activities (in co-ordination) through District Development Councils.

With the establishment of the Kshettra Samitis and the Zila Parishads in U.P. under the Kshettra Samitis and Zila Parishads Adhiniyam, 1961, the responsibility for direction and administration of developmental programmes has been transferred from the officers of Government to the people's representatives. The Collector/Deputy Commissioner, thus, no more has any powers of day-to-day administration in the field of development. However, depending on the interest he takes, he can considerably influence the thinking and actions of these new bodies at least in the initial stages. Broadly speaking, the District Officer will inspect, make suggestions, give guidance, resolve difficulties, stimulate discussion, watch the progress of the Plan Schemes and utilisation of funds, ensure that the Government officers placed at the disposal of these democratic bodies lend them their full support and loyalty, and generally make himself useful to the new bodies.

Chapter X of the Kshettra Samitis and Zila Parishads Act contains various provisions intended to help the Commissioner and the District Magistrate in assisting the Zila Parishad and the Kshettra Samiti. Section 225 authorises the District Magistrate to inspect any movable property used or occupied by a Parishad (which term in this context includes its Committee or Joint Committee), or any work in progress, to call for and inspect a book or document under the control of the

Parishad, to require a Parishad to furnish statements, accounts and reports (including monthly reports of progress), and to record in writing for the consideration of the Parishad any observations he thinks proper in regard to its proceedings or duties. Section 226 enables the District Magistrate to convene from time to time a meeting of himself, the Adhyaksha, the Mukhyadhikari and, if necessary, also the Vitta Adhikari to discuss matters concerning expenditure from the budget grant of the Parishad relating to planning and development. It is also the District Magistrate's responsibility to furnish to the State Government quarterly reports about the progress of development work in his District. By Sub-Section (1) of Section 236, similar powers are conferred on the District Magistrate with regard to the Kshettra Samiti, and he is also authorised to delegate his powers in respect of the Kshettra Samiti to the Sub-Divisional Officer.

Under Sub-Section 6 (a) of Section 110, the Commissioner has been empowered to make alterations in the Parishad's budget in order to ensure that grants made by the State Government are utilised for the purpose for which they are made. In Sub-Section (1) of Section 63 it has been provided that in the preparation of the plan the Zila Parishad shall keep in view the directions issued by the State Government in that behalf. The purpose of these provisions is to ensure that the National and State Plans or priorities are not disturbed or disregarded. The District Magistrate, as the chief representative of Government in the District, has the responsibility of ensuring by keeping himself and the Commissioner informed that funds placed by Government at the disposal of the Zila Parishad and the Kshettra Samiti are utilised for the purposes for which they are meant in accordance with Government policies and directives.

Section 235 authorises the Commissioner to take part in the deliberations of the Zila Parishad and to send to it communications for discussion. It also authorises him to delegate this power to the District Magistrate. By virtue of Sub-Section (3) of Section 236, the District Magistrate has similar

powers in respect of the Kshettra Samitis and can delegate them to the S.D.O. This will enable the Commissioner or the District Magistrate or the S.D.O. to initiate the process of democratic discussion in respect of matters and issues requiring public attention and, in particular, draw the attention of the people's representatives at the District and the Block levels. The position of the Additional District Magistrate (Planning) or the District Planning Officer also needs to be clearly explained. He is posted to a District as Additional District Magistrate (Planning) or District Planning Officer in which capacity he is an officer under the Collector, and has the responsibility of keeping him fully posted with progress in implementation of the Plan Schemes and utilisation of funds and any difficulties and bottlenecks coming in the way.

Assistance to the Collector : Another way of giving relief to the Collector has been to give him adequate assistance by appointing officers of gazetted status to share with him the burden of work. One of the earliest recommendations made in this direction was that by the Salaries Commission appointed by the Bengal Government in 1885. It recommended the creation of the post of a Personal Assistant, who "will be the recognised head of the office, responsible for the proper working of all its parts, and the medium of communication between the District Officer and his ministerial staff. There will be a centralisation of current duties in the hands of an officer with standing and authority who will command the respect of his subordinates and the confidence of his superiors."¹⁴

In Uttar Pradesh the Collector has been given adequate assistance in the person of the Additional District Magistrate (Executive) who is usually a senior member of the State Civil Service. All the executive, magisterial and revenue functions are distributed between these two officers (*see* Appendix 'B'). Then, there is the Additional District Magistrate (Planning) or District Planning Officer to assist the Collector in planning and development work. Besides, the Sub-Divisional Officers, who are stationed at the district headquarters, help the Collector in

¹⁴ Report of the Salaries Commission, Government of Bengal, 1886, p. 181.

many ways, for example, they are officers-in-charge of various Sections in the Collector's office.

In Madras, as discussed earlier, a new post of the District Revenue Officer has been created in large Districts to share the revenue work with the Collector except in Coimbatore where a Joint Collector has been appointed. In addition, there is the Personal Assistant (General) who deals with the routine work and the Personal Assistant (Planning and Development), who helps the Collector in development work.

In Maharashtra each Collector, to begin with, was given a Personal Assistant to help him. Later, Additional Collectors were appointed in heavy districts. They were officers of equal status with the Collectors and there was a functional division of work between them. The Collector was responsible for law and order, revenue, development and general administration, while the Additional Collector looked after tenancy, land acquisition, village panchayats and miscellaneous. These posts have since been abolished and today each Collector has a Resident Deputy Collector, formerly called Personal Assistant, who has the authority of an Additional District Magistrate. He is in charge of the routine duties, office work and hears appeals in revenue cases and in cases under the Criminal Procedure Code.

Divisional Commissioners and Boards of Revenue

While all the States in India follow a common administrative pattern in having a Collector or Deputy Commissioner at the head of the District, there is no such common pattern as we proceed above the district level. Thus, there is no consensus as to whether there should be one intermediate agency or more in between the Collector and the State Government. On this basis, the State Governments fall under two categories. In the first place, there is the group of southern States, namely, Andhra Pradesh, Madras and Kerala, which have only one intermediate agency in the form of the Board of Revenue and no Divisional Commissioner. Another variant of this category is found in the State of Maharashtra which too has only one intermediate

link in the form of Divisional Commissioners and no Board of Revenue. In the second group of northern States, there is provision for two intermediate agencies in the form of Divisional Commissioners and Boards of Revenue. All the remaining States, except the four falling in the first category, follow this pattern. The States of Jammu and Kashmir and Punjab, however, have Financial Commissioners in the place of Boards of Revenue.

Divisional Commissioners

The main functions of the Divisional Commissioners may be summarised as : (1) to superintend, supervise, inspect and control the work of Collectors and other revenue officials; (2) to co-ordinate the activities of the heads of different Departments at the divisional level as also of the Collectors and Superintendents of Police; (3) to make investigations into such matters as Government desires; (4) to advise the Government as and when required; (5) to step in and take over in times of crisis and emergency; and (6) to act as friend, philosopher and guide to Collectors. We shall now describe the role of the Commissioner in some details. Since Madras has no Divisional Commissioners we shall confine our remarks to U.P. and Maharashtra.

Uttar Pradesh :¹⁵ It was in 1829 that the Commissioners of Revenue and Circuit were appointed in U.P. The number of Commissionerships has been changing from time to time, and at present there are eleven Divisions each headed by a Commissioner at Agra, Allahabad, Faizabad, Gorakhpur, Jhansi, Kumaun, Lucknow, Meerut, Rohailkhand, Uttarakhand and Varanasi. All these posts, however, are not of equal rank, and the posts of Commissioners of Jhansi and Kumaun Divisions are equivalent to those of Collectors with a special pay of Rs. 300 per month.

¹⁵ The account given here is largely based on the Note on the Board of Revenue and Divisional Commissioners in U.P. submitted to the Bhubaneswar Conference on Revenue Boards and Divisional Commissioners, held in April, 1961.

The powers and functions of the Commissioner have been changing off and on, sometime on the wane and at other times on the wax. To begin with, Divisional Commissioners had, besides administrative functions, judicial powers of Judges. But in 1831 the criminal work done by them was handed over to District Judges. In 1947 they were relieved wholly of the judicial work (revenue appeals) which was entrusted to Additional Commissioners, and they were left only with administrative work. The advent of Independence gave a fillip to the tendency to have direct correspondence between the Government and the District Officers with the result that the Commissioner went progressively in the background in the matter of day-to-day administration.

In 1951, the Commissioners were further shorn of their powers. They also lost in status being made subordinate to the Administrative Member, Board of Revenue. They were relieved of the duty to make comments on the police administration reports. They were divested of functions in relation to Jail and Excise administration and supervision of forest administration except in Kamaun Division. Proposals for filing Government appeals were no longer to be forwarded through Commissioners. Many of their functions and duties were entrusted to the Land Reforms Commissioner. Their powers were also withdrawn in respect of stamp duty, budget of establishment of District offices, and powers to sanction temporary establishment for District Officers, miscellaneous duties relating to proposals for grant of magisterial powers, sanction of staff for honorary courts, tent and camp equipment, Court of Wards, supervision of collection of land revenue, collection of canal dues, land acquisition, land revenue, treasury locks, government estates, "taqavi", land records, agricultural Income Tax, "nazul", famine code, territorial changes, partition, consolidation and mutation, surveys and settlement, and Tahsildars and Naib Tahsildars. Commissioners were, thus, left only with judicial (revenue) work, certain statutory duties in respect of local bodies, and inspection of subordinate offices.

In 1954, these orders were revised and the Commissioners were made responsible for the efficient supervision of planning

work of the District Magistrates and to co-ordinate and supervise all other wings of public administration including law and order and particularly to direct their attention to securing of efficiency and despatch in the conduct of Government work. They were also expected to remove friction from amongst officers and Departments in their Divisions. They were enjoined in the course of their powers to keep a watch on the administration of other Departments of Government to ensure that they were absolutely clean and to see that the conduct and behaviour of officers towards the public was satisfactory and such as was calculated to promote amity, goodwill and cordiality between the officials and various sections of the public. It was the special responsibility of Commissioners to see that the change of spirit in keeping with the needs and ideals of democracy had been brought about everywhere in the transaction of public business. Heads of Departments were required to call on the Commissioner of the Division in which they were serving and other officers were expected to call on the Commissioner when they visited the Division. District Officers were required to endorse copies of all important references sent to the Government to the Commissioners who were asked to send their comments to the Government. Copies of the important Government orders were to be similarly endorsed to the Commissioners. Commissioners were also authorised to shift I.A.S. Officers and Deputy Collectors from one District to another within the Division for a maximum period of one month. They were again asked to watch the collection of land revenue, entertainment tax, sales tax, and to devote themselves to the creative and productive aspects of administration, to exercise general supervision over District Magistrates in matters relating to the police, to examine annual police administration reports, forward to Government comments on the working of the Arms Act and to give concurrence in respect of the issue of licences for automatic weapons, allocate grants for payment of rewards to non-officials for helping the police in dacoity incidents. In the sphere of revenue administration, the Commissioners were entrusted with the work of collections of revenue, supervision over

collection staff, watching the development of Land Management Committees; their powers in respect of Famine Code, scarcity, "taqavi", Tahsildars and Naib Tahsildars were revived and they were also entrusted with work relating to consolidation of holdings and land records.

*Maharashtra:*¹⁶ As in U.P., the Commissionership in Maharashtra, too, has had its ups and downs. The first Revenue Commissioner was appointed in 1830. By 1877, three Commissioners had been appointed and the old Bombay State was divided into the Northern, Central and Southern Divisions, each consisting of 5 to 8 Districts. These Commissioners were charged with administration of lands and land revenue matters with appellate and revisionary powers vested in them under the Bombay Land Revenue Code, Court of Wards and other allied Acts, and general supervision and control over other Departments such as Police, Forests, Rural Development, Civil Supplies, etc. They were also expected to co-ordinate the work of District Officers of other Departments and advise Government on the question of administrative policy and general administration from their personal knowledge of district conditions. They were invested with powers of supervision and control over local bodies like Municipalities, District Local Boards and Village Panchayats.

The institution of Commissioners proved useful to Government for a fairly long time as it could get mature advice on many important and complicated administrative problems tendered by them in joint conference which used to be held occasionally. With the improved communications and advent of popular Ministries, however, there developed a growing inclination on the part of the public to approach Government directly. As a result, the Commissioners ceased to perform any essential functions in relation either to the district administration or to the State Government. In many cases, they acted

¹⁶ For this topic we have drawn upon the Note on the Board of Revenue and Divisional Commissioners in Maharashtra submitted to the Bhubaneswar Conference on Revenue Boards and Divisional Commissioners held in April, 1961.

merely as channels of communications between Government and District Officers. This dwindling influence of Commissioners was noticed as far back as 1907 by the Royal Commission on Decentralisation in India and successive Committees appointed by the Bombay Government.

The office of Commissioner was abolished under the Bombay Commissioner (Abolition of Office) Act, 1950, but was revived in 1958 under the Bombay Commissioner of Divisions Act, 1957. Under this Act, the Commissioners are the chief controlling authority for their Divisions in all matters concerned with land revenue. They are also responsible for (a) supervision of and control over the working of revenue offices throughout the Division; (b) general inspection of offices of all Departments within the Division; (c) inspection of local bodies—during the year he has to inspect (i) two District Local Boards, (ii) 25 per cent of Borough Municipalities and 20 per cent of District Municipalities, and (iii) one Village Panchayat in each District; (d) co-ordination and supervision of the activities of all Divisional Heads of Departments with particular reference to planning and development; and (e) integration of the administrative set-up in the incoming areas. He is also to function as an appellate and revisionary authority under various enactments mentioned in the Schedule to the Act of 1957.

The role of the Divisional Commissioner in Maharashtra, however, in a way is more significant than of his counterpart in U.P. For one thing, there being no Board of Revenue in this State, the Commissioner is in direct contact with the Government and there are no officials superior to him in status in the form of the Members of the Board of Revenue. He accordingly exercises greater supervision and control over the regional heads of other Departments in the Division. The Commissioner is empowered to interfere in the working of any Department—Medical, Agriculture, Public Works, Irrigation, etc., and give instructions. He can also inspect any departmental office. No Head of Department dare challenge him. Secondly, the Commissioner in this State enjoys more authority in the field of

development. All Divisional Commissioners are supposed to be Development Commissioners within their Divisions. They are allotted funds for development which are under his financial control. Thirdly, the Commissioners in this State tender advice to Government on any matter that the Government would like to have advice on. Whenever Government requires any advice on any particular policy matter, the senior Commissioner finds out from Government on what particular issues they desired to have their opinion and then a conference of Commissioners is held. If the conference reaches some agreement, well and good; but if they disagree, all the various views are sent to Government. Moreover, the Commissioners sometimes take initiative themselves by sending their proposals to the senior Commissioner who includes them in the agenda to be discussed at the conference. Lastly, the Maharashtra Commissioner has greater administrative control over high officials than in U.P. He has, for example, full powers to punish any officer below the rank of the Deputy Collector. He also has the authority to transfer revenue officers including I.A.S. officers below the rank of the Collector within the Division. In U.P., on the other hand, only the Administrative Member of the Board of Revenue has such powers.

Boards of Revenue

The main functions of the Board of Revenue may be summed up as: (1) appellate authority to hear appeals and revisions in revenue cases; (2) charge of revenue administration; (3) duties under various statutes; (4) selection of officers for certain posts and transfers and promotions of officers of a certain category; and (5) to tender advice to Government. All matters, which affect Government's policy and not only those dealing with land revenue and other revenue matters, are referred to the Board for the advice of the Members who are a core of senior officers on whom Government can rely for experienced and mature advice. It also assists Government in any enquiry of some importance. The Board conducts departmental enquiries into the conduct of certain categories of officials and hears appeals from officials against whom departmental disciplinary action has been taken. We shall now describe the organisation

and the role of the Boards of Revenue in Uttar Pradesh and Madras.

*Uttar Pradesh:*¹⁷ It was in 1807 that a Board of Commissioners for "the ceded and conquered" Provinces was set up. This Board was invested with all the duties, powers and authority until then exercised by the Board of Revenue at Fort William. The new Board combined the functions of the chief revenue controlling authority as well as those of Divisional Commissioners, and in 1822 the Board of Commissioners was renamed the Board of Revenue. In 1831 a separate Board of Revenue was set up for this territory known as the Sadar Board of Revenue for the North-Western Province, and in 1856 the newly annexed area of Oudh was placed under this Board. The Board dealt with matters concerning settlement of land revenue, collection of land revenue, and other Government dues, canal and local rates, excise, stamps, income-tax, opium, grant of loans and pensions, land records, acquisition of land, District and Divisional establishments, appointment of Tahsildars and Naib Tahsildars, nomination of candidates for the posts of Deputy Collector, Court of Wards, benevolent trusts, Government estates, forests, and a number of miscellaneous items. In addition, the Board was the highest court of appeal for rent and revenue cases.

With the advent of the Montagu-Chelmsford Reforms in 1919, a Committee was appointed to consider the future set-up of the Board, and, based on the recommendations of this Committee, the Board of Revenue Act was passed in 1922. The effect of this Act was that except for judicial and certain quasi-judicial functions and the control of the Court of Wards, the members were divested of their executive powers which were transferred to Government. The mistake was soon realised, and in 1932 matters concerning survey and settlement, assignment of land revenue, boundaries, land records,

¹⁷ The account given here is largely based on the Note on the Board of Revenue and Divisional Commissioner in U.P. submitted to the Bhubaneswar Conference on Revenue Boards and Divisional Commissioners held in April, 1961.

“malikana” and “muafis”, partition, and Tahsildars and Naib Tahsildars were transferred to the Board. Subsequently collection of canal dues, establishment of honorary Assistant Collectors’ courts, sale of land, Divisional and District establishments including treasuries and agricultural loans were also transferred to the Board. In 1934, however, work relating to Court of Wards was withdrawn from the Board on the passing of the Court of Wards Act, but administration of Government estates was entrusted to the Board. In 1949 work relating to Agricultural Income Tax, its assessment and collection was also entrusted to the Board.

In 1951 a new post of Land Reforms Commissioner was created and to this official were transferred almost all the administrative functions of the Board. Work relating to land revenue, canal and local rates, “taqavi” loans, land records, land acquisition, Tahsildars and Naib Tahsildars, Government estates, agricultural income-tax, buildings, partition, survey and settlement was transferred to the Land Reforms Commissioner and the Board was left only with work relating to stamps (general and judicial) and District and Divisional staff, besides being the highest court for rent and revenue cases. The Land Reforms Commissioner was also entrusted with work relating to assessment and payment of compensation to Zamindars, land management after abolition of Zamindari and assessment and collection of land revenue direct from tenure-holders. In 1954 compulsory consolidation of holdings was introduced and a Director of Consolidation, who dealt directly with Government, was appointed.

In 1957 there was another swing of the pendulum and the office of Land Reforms Commissioner was merged into that of the Board, and all the functions of this official were transferred to the Board. The Board was also entrusted with the following duties in an attempt to revive its authority as before the Act of 1922: (1) excise duty, (2) sugarcane cess, (3) tax on motor spirits, (4) motor vehicles registration tax, (5) sales tax, (6) entertainment and betting tax, (7) consolidation of holdings, and (8) transfers and postings of Deputy

Collectors and Judicial officers. In this way, the Excise Commissioner, Cane Commissioner, Transport Commissioner, Sales Tax Commissioner and Entertainment and Betting Tax Commissioner and Director of Consolidation were made subordinate to the Board of Revenue. This arrangement did not work satisfactorily, and in subsequent years work relating to excise duty, sugarcane cess, tax on motor spirit, motor vehicles registration tax, sales tax, entertainment and betting tax, transfers and postings of Deputy Collectors and judicial officers and consolidation of holdings was withdrawn and the *status quo ante* restored.

As at present constituted, the Board of Revenue (under the arrangement introduced in 1947) has two wings—the Administrative, with its headquarters at Lucknow, and the Judicial, with its headquarters at Allahabad. The Administrative Wing of the Board has three Members, viz., Administrative Member, Member Taxation, and Member Land Records who are all senior members of the I.C.S. in the grade of Rs.3,500. The Judicial Wing too has three members. One of them is an I.C.S. in the grade of Rs. 3,000 which is a Divisional Commissioner's pay and the other two are senior members of the I.A.S. who receive their grade pay plus a special pay of Rs.250 per month.

Madras: The Board of Revenue in Madras was constituted in 1786, on the model of the Bengal Board. To begin with, the Board consisted of a Member of the Governor's Council and three ordinary members. The Governor was the president of the Board. In course of time, however, the Governor as well as the Member of his Council ceased to attend the meetings of the Board, thus leaving the Board with only three Members. The functions of the President were exercised by the Senior Member. Later, a fourth Member in the form of the Commissioner of Income Tax was added to it. This arrangement continued till 1922 when, with the taking over of Income Tax by the Central Government, the strength of the Board was reduced to the original three. The next change in the Board's composition came with the outbreak of the Second World

War. Due to the conditions created by the War, two Members were added to the Board, one to deal with Civil Supplies and the other with Post-War Reconstruction.

Normally, the Board consists of three senior Members of the I.C.S./I.A.S., but, at present, it consists of four Members as follows: First Member—Commissioner of Land Revenue, Commercial Taxes, Prohibition and Transport. He presides over the Board meetings and is its Chairman. Second Member—Development Commissioner. Third Member—Commissioner of Land, Civil Supplies and Settlements. Fourth Member—Commissioner of Land Revenue and Food Production. The Board is thus the Board of functional Commissioners.

The functions of the Board of Revenue may be classified under the heads of Revenue, Statutory, Executive and Administrative, Supervisory, and Miscellaneous. It should be noted that the business of the Board is transacted by the full Board in respect of certain matters, by two Members in respect of certain other matters, and by a single Member in respect of the rest (for detailed distribution of functions, see Appendix 'C').

(i) *Revenue*—The main duties of the Board are the general superintendence of the revenues from whatever source they may arise, and the recommendation to the Government of such propositions as are calculated to augment or improve these revenues. The Board is the head of the Revenue, Transport and Commercial Taxes Departments.

(ii) *Statutory*—The Board is vested with appellate and revisional jurisdiction under several enactments like village officers' appeals in disciplinary matters (appointment and dismissal come under it), assignment of land appeals (non-statutory), appeals from Government servants (non-gazetted officials) in regard to disciplinary matters, promotion, etc., appeals under the Land Encroachment Act, the Loans Act, the Arms Act, the Stamp Act, the Explosives Act and the Cinema Act, and irrigation appeals.

(iii) *Executive*—The Board is not merely concerned with the administration of revenue; it has several other general administrative functions too. The executive functions of the Board are set forth in the Board's Standing Orders and Departmental Manuals and Orders of Government issued from time to time. It is the chief general official adviser to Government on administrative problems. It often functions as a co-ordinating authority between Heads of Departments. It guides and controls Collectors in the general administration of the districts. It is also called upon to deal with special and important administrative problems as they arise. The Civil Supplies Branch, the Food Production Branch, and the Settlement of Estates Branch were created to deal with such problems. Production was till recently under the control of the Board.

(iv) *Supervisory*—All the Board Members are included in the panel of inspecting officers to inspect the various offices of the Heads of Departments. In the absence of the Divisional Commissioners, the Board is also the supervising agency for the Collectors throughout the State. The Members now work conjointly in exercising general supervision over the Revenue Department even though a single Member administers a particular revenue subject. Thus, any Member is free to inspect the Collectors' offices, and every such office must be inspected once in two years by a Board Member. The Collectors are under the immediate control of the Board and must obey all orders communicated to them by it. The Collectors have also to submit periodical reports on their tours and inspections and the position regarding disposal of files including arrears.

(v) *Miscellaneous*—After the attainment of Independence, the Government have been undertaking various welfare schemes in pursuance of its ideal of a Welfare State, and the Board of Revenue is entrusted with implementing some of these schemes.

CHAPTER THREE

INTERNAL INSPECTIONS

The head of an office is primarily responsible for the efficient working of his own office. Thus, the Collector is responsible for the efficient working of the District Office; the Sub-Divisional Officer/Revenue Divisional Officer/Prant Officer is responsible for the Sub-Divisional office; and the Tahsildar/Mamlatdar is responsible for the Tahsil/Taluk/Taluka office. If an application given by a citizen remains unattended for days or even weeks, or if it gets lost in the office, it would reflect on the indifference and inefficiency of the office. Similarly, if a piece of information required by an honourable member of the State Legislature remains unanswered by the Minister concerned for a considerable period of time due to the non-availability of information from a district, it would again reflect on the inefficiency, not only of that office, but of the Government as a whole. It is, therefore, of utmost importance that the efficiency of offices at various levels is maintained properly. Let us now examine the various ways in which efficiency of offices at various levels in the District is maintained in the three States under examination.

UTTAR PRADESH

In U.P., under the reorganised set-up of the Collectorates since 1956, the work of the junior clerks is supervised by the Section Heads and the work of the Section Heads, in turn, by the Office Superintendent. Besides these two levels, the Officers-in-Charge of the various Branches inspect their respective Branches and see that the work is going on efficiently in them. Inspections by the Office Superintendent and the senior clerks are carried out as often as necessary according to a roster prescribed by the Collector/Deputy Commissioner, while the Officers-in-Charge are expected to inspect their respective Branches at least once in every quarter of a year. Since the

ultimate responsibility for the smooth working of a District Office lies with the Collector, it is necessary that the individual clerks are called by him frequently while the Section Heads are consulted almost daily. To ensure efficiency and better supervision over the work of the clerks, it is also necessary for the Collector to spend about two hours at the Collectorate per day. Only so the Collector can maintain personal contact with his clerks, and there is no other way to get the best out of them. An occasional walk round the office would ensure alertness and smartness. But this sort of close contact with the office is just not sufficient and the Collector also has to have a close supervision over the work of his subordinates. We shall now examine in detail the supervisory and inspecting duties of various officials at different levels.

Section Head : The Section Heads are the immediate authority to inspect the work of the junior clerks and their Sections. They are selected from amongst the junior clerks on the basis of seniority and merit. Prior to reorganisation, a clerk joining one particular Section would normally stick to it. Now the posts are interchangeable as between different Sections and this helps the clerks in gathering varied types of experience. The Section Heads have been relieved of their original quota of work for about two hours daily to enable them to supervise and assist the junior clerks in performing their functions properly. They now decide whether the junior clerk should deal with a paper himself, whether he should take the oral advice of his senior, or whether the Section Head should deal himself with the paper. Such decisions are, of course, influenced and guided by the wishes of the Office Superintendent and the Collector or the Officer-in-Charge. This innovation, though well conceived, is not, in actual practice, working in the desired spirit, as the Section Heads are not able to devote the requisite amount of time and attention to the work of the junior clerks.

Office Superintendent : The Office Superintendent is the head of the District Office. He is selected out of the senior clerks on the basis of seniority and merit. After the reorganised set-up of the Collectorates, the work of the junior clerks,

as pointed out earlier, is supervised by their Section Heads, and the Office Superintendent is relieved of his routine duties so as to be free to supervise and inspect to a much greater extent than he could do before reorganization. He inspects the work of the senior/Junior clerks as often as necessary according to a roster prescribed by the Collector. Apart from writing the formal inspection notes, it is also mandatory on the Office Superintendent to spend one hour every day in going round the office and seeing that every thing is working smoothly. He has now less original work to do and is expected to follow the reorganisation orders in spirit.

After reorganisation the Office Superintendent himself deals with the following items:

- (a) Handling of postal dak.
- (b) Recording of marginal orders on the inspection notes of all inspecting authorities below the Collector's rank.
- (c) All the files going to the Collector, except those going through the Officers-in-Charge, are routed through the Office Superintendent who has to see that they are in order and has to make comments on them if necessary.
- (d) The files returning from the Collector again come to the Office Superintendent who has to see to the compliance of the orders made by the Collector and to distribute them to the Sections concerned.
- (e) To send to the Collector, through the Officer-in-Charge concerned, all proposals regarding appointment and transfers (permanent, temporary and leave vacancies) regarding the entire ministerial staff at District Headquarters and Tahsils.
- (f) To give opinion or comments on the files specially marked by the Collector or Officer-in-Charge.
- (g) To collect and collate information for inspections made by superior officers.
- (h) To pursue reminders received from the officers superior to the Collector.
- (i) To receive telegrams/radiograms or express letters outside the office hours.

- (j) To go round the Collectorate every day to see that the staff is working properly.
- (k) To make at least two detailed inspections every month of the clerks of the Collectorate in addition to surprise or casual inspections.

In 1960 the Office Superintendent of Sitapur Collectorate inspected the work of the following clerks: (1) Revenue Assistant, (2) Excise clerk, (3) Bill clerk, (4) Land Acquisition clerk, (5) Encumbered Estates clerk, (6) Nazir, (7) English Record Room, (8) Library, (9) Taxation Office, (10) Land Records Office, (11) Arms clerk, (12) Judicial Record Room, (13) Revenue Assistant, (14) Land Records Office and (15) Judicial Assistant.

The Office Superintendent, thus, is the key official responsible for maintaining discipline and efficiency in the District Office. However, neither by his background nor by status he is always the best person to play this role successfully. "In reality he is a harassed man at the end of his career trying to ward off the intrigues that develop in the immediate circle around him, and in constant effort to secure the confidence and favour of the Collector in order to retain his hold over the office. His main interest, more often than not, lies in the transfers of officials and their promotion. He, in reality, is hardly interested in keeping files in order, ensuring speedy action on references, or even in putting forth candid reports in respect of the real state of affairs. The periodical statements prepared in respect of pending references attempt at preventing old references from being shown, which attempt is foiled only by looking at reminders and trying to trace them in the list of pending references."¹ Similar situations might be existing in other offices too. However, this disparity is noticed to a greater degree in Collectorates than in offices at other levels, as the officials in the Collectorates tend to be miniature executive officers rather than mere routine or correspondence clerks.

We, therefore, recommend that in the place of the Office Superintendent, there should be a whole-time gazetted officer.

¹ This observation has been made by a senior Collector.

A part-time Officer-in-Charge of the Combined Office is unable to function efficiently. The whole-time Officer-in-Charge or Office Superintendent should be a gazetted officer and should be able to exercise the same authority as the part-time Officer-in-Charge does today. It would not be advisable, as a rule, to place the existing Office Superintendents in this position as they would not have the requisite perspective or approach to deal with administrative situations. This arrangement does call for a fairly drastic change, but, unless this is done, the efficiency of District Offices would not improve materially.

Officers-in-Charge: The Officers-in-Charge are gazetted officers belonging to the State Civil Service. They are expected to inspect their respective Branches at least once in every quarter and look to the efficiency of their work. Of these, the Officer-in-Charge of the Combined Office is the most important.

The main difficulty faced by the Officers-in-Charge, who are also Sub-Divisional Officers, is not regarding the quarterly inspections of their Readers and "Ahlemads"; but the difficulty comes in when they are required to inspect the work of various officials in their capacity as Sectional Officers-in-Charge. For example, as Officer-in-Charge, Combined Office, there has to be nearly one inspection in every quarter of each clerk of the Combined Office. As Officer-in-Charge of the Record Rooms, the officer has to inspect the Record Rooms every fortnightly. Similarly, the S.D.O. in his capacity as Land Acquisition Officer, Officer-in-Charge Local Bodies, District Excise Officer, Officer-in-Charge Entertainment and Betting Tax, Land Revenue Officer, District Land Reforms Officer, District Election Officer, Officer-in-Charge Census, Ceiling, Agricultural Income Tax/Large Land Holding Tax and in similar other capacities, has not only to share the Collector's burden in respect of the correspondence of these Departments but has also to make regular inspections of the officials concerned in accordance with the prescribed roster, with the result that he is not able to cope with the pressure of work and his inspections become perfunctory.

It is fortunate that, where the Departments entail heavy

work, separate officers have been provided like the District Planning Officer or the Settlement Officer (Consolidation). But, generally, there are either no extra officers in small Districts or there is at best only a probationary one. If the probationary officer is burdened with these duties of inspections of all the offices, his inspections can be hardly helpful. The probationary officer can, at best, be an under-study, and these inspections can only be useful if done by a senior and experienced officer.

The proposal of having a senior officer in each District, who should be in charge of the District Office and should relieve the Collector of the routine work, giving the latter more time for inspections, would go a long way in enhancing the efficiency of office work. This senior officer will have to be divested of the charge of a Sub-Division, but may perform some of the duties of the Collector, *viz.*, duties of the Collector under the Land Acquisition Act and in various other capacities, e.g., District Excise Officer, Officer-in-Charge, Local Bodies, and District Election Officer.

District Officer : The ultimate responsibility for the efficient working of the District Office lies with the Collector, but the fact is that the Collector, even in small Districts, is generally an over-worked officer. The result is that he reserves for himself those cases which he considers important and the rest he passes down to his subordinates. There comes a stage when there is no one to delegate to, i.e., where the paper reaches a clerk. If the clerk is overworked, he has no remedy except to put the paper away or to "lose" it. In other words, the more orders Government issues, the more the Collector is compelled to do as he pleases. With this pressure of work, let us examine to what extent the Collector is able to inspect his own office.

According to the District Office Manual, the Collector should make occasional inspections of the various Sections in his office. The number and nature of such inspections, as also the choice of the officials to be inspected, is left to be decided by the District Officer according to the time at his disposal, but as far as possible the Nazir, the Sales Clerk, the

Superintending Kanungo, and the Partition Ahalmad should be examined once in a year. He should also examine, whenever necessary, any particular Section where work is known or suspected to be unsatisfactory. His main function, however, should be to ensure that inspections have been regularly made by the Officers-in-Charge of the various Sections and the Office Superintendent, and the defects pointed out by them have been removed.

The Collector should also personally make an occasional round of the whole Collectorate building to satisfy himself that the courts and office rooms are kept tidy and clean and that the sanitary arrangements are satisfactory; that the furniture is sufficient and the fittings are in good repair; that the books in the library are in decent condition and are properly catalogued and arranged; that the correction slips in all Codes and Manuals in current use are being kept up-to-date, and that no obsolete volumes are in use by clerks or stocked in the library; that maps are in good condition and adequate; that there is no over-packing of the record almirahs and no overflow of disposed files on open racks or on the floor of the room; that the annual supply of stationery is kept under lock and key and used economically; that only the prescribed forms are in use and that there is no waste of such forms; and generally that the appearance of the office is what it should be and that its methods are business-like and prompt.

In brief, in the District Office the work of junior clerks is inspected by the senior clerks, the Office Superintendent the Officers-in-Charge and the District Officer; the work of the senior clerks is inspected by the Office Superintendent, the Officers-in-Charge and the District Officer and the work of the Office Superintendent by the District Officer. These are the internal authorities which inspect the Collectorate. The following statement regarding inspections of the work of various clerks in the Collectorate of Sitapur during the calendar year 1960 will give an idea of the frequency, nature and variety of inspections, and the compliance of the inspection reports made in one particular year:

Office inspected	Inspecting Authority	Number of Inspections prescribed under Rules or Government Orders			Date of Inspection	Date of compliance
		2	3	4		
1					4	5
1. Revenue Record Room	Officer-in-Charge Office Superintendent		Annually	10.7.60		22.3.61
			"	22.9.60		26.9.61
2. Excise Clerk	Office Superintendent		"	June 1961		Dates missing
	Assistant Excise Commissioner		Quarterly	Dates missing		"
	District Excise Officer		Annually	"		"
3. Bill Clerk	Office Superintendent		Monthly	19.7.60		17.6.61
	Deputy Commissioner		Annually	28.5.60		7.9.60
	Officer-in-Charge (Combined Office)		Quarterly	26.9.60		14.4.61
4. Land Acquisition Clerk	District Stamp Officer		Casual	30.6.60		2.8.60
	Deputy Commissioner		Annually	2.7.60		12.7.60
	Office Superintendent		Monthly	28.9.60		31.3.61
	Commissioner, Lucknow Division		Whenever they inspect the District Office	3-4.8.60		15.3.61 (L.A. work)
	Assistant Land Reforms Commissioner (Board of Revenue)			12.8.60		9.3.61 (L.A. work)
5. Encumbered Estates Clerk	Office Superintendent		Yearly	30.5.60		4.6.60

6. Nazir	Officer-in-Charge, Nazarat	Monthly	21.7.60 (Malkhana Nazarat)	Dates missing
	Deputy Commissioner	Annually	26.7.60 (Malkhana Nazarat)	"
	Office Superintendent	Quarterly	24-25.8.60 (Office)	"
	Deputy Commissioner	Annually	26.10.60 (Arms Malkhana)	"
	Deputy Commissioner	"	4.11.60 (Office)	"
7. English Record Room	Office Superintendent	Annually	18-20.5.60	30.7.60
	Office-in-Charge (Combined Office)	Annually	12.7.60	Dates missing
8. Library	Deputy Commissioner	"	4.10.60	28.3.61
	Office Superintendent	"	21.11.60	Dates missing
9. Taxation Office	Officer-in-Charge (Collections)	Monthly	22.2.60	28.7.60
	Officer on Special Duty (Board of Revenue)	Quarterly	25.3.60	21.12.60
	Officer on Special Duty (Board of Revenue)	"	16 & 17.9.60	24.4.61
	Assistant Land Reforms Commissioner, Lucknow	Annually	20.12.60	20.5.61
	Commissioner, Luknow Division	Whenever he visits the District	3 & 4.8.60	January 1961
10. Land Record Office	Office Superintendent	Whenever asked by the Collector	9.12.60	20.6.61
	Office Superintendent	Annually	22.2.60	26.3.60
	Office Superintendent	Casual inspection	26.10.60	28.12.60

1	2	3	4	5
11. Arms Clerk	Office Superintendent Officer-in-Charge (Combined Office)	Quarterly Annually	19.4.60 25.9.60	14.6.60 20.6.61
12. Judicial Record Room	Commissioner, Lucknow Division Office Superintendent	" "	5.8.60 18.7.60	Dates missing 15.3.61
13. Revenue Assistant	Office Superintendent	"	16.5.60	7.11.60
14. Land Records Office	Office Superintendent Chief Accountant (Board of Revenue)	Quarterly Whenever he visits the District	28.1.60 26.5.60	Dates missing "
15. Local Bodies	Sub-Divisional Magistrate (Town Area Committee, Mahmudabad) Deputy Commissioner (Municipal Board, Khairabad) Deputy Commissioner (Municipal Board, Misrikh) Deputy Commissioner, (Municipal Board, Biswan)	Annually " " "	11.2.60 18.2.60 7.12.60 16.9.60	" " " "
16. Treasury Office	Accountant General's Office Deputy Commissioner	Once in three years A few days earlier than Commissioner's inspection	15.3.60 2.8.60	11.6.60 No compliance required
17. Judicial Assistant	Commissioner, Lucknow Division Officer-in-Charge (Combined Office) Office Superintendent	Annually " Half-yearly	4.8.60 2.1.60 18.3.60	" 29.7.60 29.7.60

MADRAS

The system of internal inspections in this State is not that formal as we have seen in the case of Uttar Pradesh. Here, there is no system of formal inspections followed by written reports but, instead, there is strict supervision and control through a system of registers. In other words, it would be proper to say that the internal supervision is done here through the inspection of personal registers maintained by the different clerks, the Heads of Offices and Section Heads.

The Collector's office is divided into various Sections under the charge of senior clerks, known as Section Heads, each Section having about 5 to 10 junior clerks in it according to the nature of work. The overall supervision of the office is exercised through a Huzur Sarishtadar who is an officer of the rank of a Tahsildar, roughly corresponding to the Office Superintendent in U.P. Collectorates. The District Collector is responsible for the efficient working of the Collectorate, and in this work he is assisted by a Personal Assistant, who is of the rank of a Deputy Collector.

All papers received in the Collector's Office, either through mail or local delivery, are first taken to the Distribution Section where they are machine numbered and sorted Section-wise and registered. After being sorted Section-wise, they are seen by the Gazetted Assistants concerned before distribution to the Sections through the Section Heads. The Gazetted Assistants pick out such of the papers on which immediate action is needed, and hand them over to the clerks, or Section Heads, in person with suitable instructions. In other important papers, the Gazetted Assistants leave marginal notes of instructions for the guidance of and further action by the Section clerk concerned, when they ultimately reach him. The papers relating to each Section are delivered to each Section Head, who distributes them to each clerk according to the subject. These papers are entered by each Subject clerk in his Personal Register maintained for the purpose; and if it does not relate to an already existing file, it is given a new case number and registered as a fresh current. A Personal Register

is maintained for one calendar year. At the end of the year, all pending files of the previous year are carried over to the new year's register, and the new currents are entered in it.

It is the duty of the Section Heads and of the Sarishtadar to check the Personal Registers thoroughly at reasonable intervals, and to take step to ensure that no avoidable delay occurs and that no paper is shelved. With this end in view, it is required that the Personal Registers should be checked by the Section Heads, including the Huzur Sarishtadar, every fortnight and by the Personal Assistant to Collector every month, except during the month in which they are checked by the Collector, and by the Collector at least once in every three months. The Section Heads should check the Personal Registers in the presence of the clerk concerned and with reference to all his pending files. In certain percentage of cases, the date of receipt by clerk in his Personal Register is compared with the date stamped on the correspondence in the current file and with the date entered in the New Case Register; and any grave delay or irregularity is reported to the Collector at once.

Each Personal Register is accompanied by a Running Note file. The Collector, Personal Assistant, Sarishtadar and Heads of Sections record their remarks at every inspection in these note-files and not in the registers. Questions asked in these note-files must be replied within 48 hours by the clerks concerned. All the Running Note Files are withdrawn from the clerks soon after the beginning of the next calendar year and kept in the record room for future reference.

In addition to this, on the first of every month each Subject clerk prepares an abstract of pending cases on a separate sheet. This includes those cases which could not be disposed of the same day. Besides, all currents which are over three months old, six months old, etc., counting from the date on which the current was first entered in the Personal Register, are shown in the list. When the Subject clerk has prepared the list, he sends it to the Superintendent, Fair Copying Section, who checks it with the New Case Register and reconciles any

discrepancies with the Subject clerk. When it is found correct, he initials it and copies it into a list for the whole office and submits it to the Collector on the tenth day of every month.

Papers of very emergent and important nature are registered in the Special Register and marked as special. These are submitted promptly by the Subject clerk and it is the duty of the Section Head to see the paper through. The Personal Assistant to Collector inspects this Register once a week.

The Fair Copy Superintendent distributes fair copy work to each typist in the Collectorate through a separate Fair Copy Distribution Register. He watches prompt return of these papers from the typists and also their despatch. The Fair Copy Register is also inspected by the Personal Assistant once a week. The Fair Copy Superintendent also maintains an account of Service Postage Stamps which is inspected by the Sarishtadar and the Personal Assistant.

This routine periodical inspection of registers by the Section Heads, Sarishtadar, Personal Assistant and Collector helps to keep proper control on the work of the Subject clerks. It also helps to assess the quantum of control exercised by each Section Head and helps keep up the efficiency of the office.

To enable the Board of Revenue to watch the progress of business in the District Offices, the District Collectors submit to it by the 20th of the month following each half-year statements regarding the work done by the various Sections of the Collectorate in the prescribed form. The Superintendent of the Fair Copying Section is responsible for the preparation of this return. Similarly, the Revenue Divisional Officers and Treasury Deputy Collectors submit to Collectors by the 10th of the month following each half-year statements in the prescribed forms which are reviewed by Collectors and a copy is submitted to the Board.

On receiving these returns, the Board of Revenue reviews them and classifies them under the following heads: dates of receipt of such reports from the districts; defects, if any, in the preparation of these statements; receipts and disposals; papers

pending for over one year; papers pending for over six months; and general. After this review, the Board sends its observations on the working of the District Offices, and the Collectors are expected to tone up the efficiency of the office in the light of such remarks.

While the above system of supervision, by and large, has been working satisfactorily, there is still room for improvement. Commenting on this system, the Report of the Enquiry Committee on the District Revenue Administration, Madras, made the following observations:

“We would like to take this opportunity to reiterate the need for thorough and frequent inspection of personal registers by Heads of Offices and Section Heads. Not much purpose is served by the checking officer merely enumerating several defects in the running note file, and getting the clerk to reply to those remarks. At least at the level of the Section Head and Personal Assistant, if not the Collector, it should be made a rule that the checking of personal registers should be done invariably in the presence of the clerk concerned, and with reference to all his pending files. The checking should be made with a view to take immediate further action on the spot on every file that has been delayed or wrongly dealt with, rather than (as is generally now the case) with a view merely to make a record of all the defects met with. No doubt this kind of thorough check will take about half an hour or so for each clerk but it will be time well spent. On the other hand, of course, if this kind of check is too frequent, it will seriously dislocate the work of the clerk; so we suggest the check should come only twice a month by the Section Head and once by the Personal Assistant.

“The view was expressed in some places that Collectors could be relieved of the obligations to check the personal registers of clerks in their offices. We do not agree with this view. Inspection of personal registers would give the Collector valuable insight into the state of affairs in his office, and also enable him to assess the quality of the

supervision exercised by his Personal Assistant and Section Heads."²

MAHARASHTRA

The system of internal inspection in this State, broadly, follows the U.P. pattern. Like U.P., formal inspection notes are drawn here by the inspecting officials at every inspection and copies are sent to the Collector for information.

The District Office in Maharashtra is divided into various Branches under the charge of a Branch Head, each Branch consisting of one Awal Karkun and 3 to 5 clerks, depending upon the work-load in each Branch. The Branch Heads are officers in Mamlatdar's grade who supervise the work of their Branches. For the sake of convenience, these Branches have been further sub-divided into Units each under the charge of an Awal Karkun. The overall responsibility for the efficient working of the District Office lies with the Collector, but since he is too busy with multifarious executive duties, he is given the assistance of a Deputy Collector, called the Resident Deputy Collector, who performs, in some respects, the functions of the Office Superintendent as in U.P. Papers of certain Units are submitted to the Collector directly by the Branch Officers, and the rest are routed through the Resident Deputy Collector.

In order to ensure that all the clerks within the Unit are working efficiently and on proper lines, the Awal Karkuns inspect the work of the clerks once during the course of a month. It is not necessary that this inspection should be made on a particular day; it is done by the Awal Karkun at his own convenience. All that the Collector insists upon is that the work of each clerk should be inspected at least once a month. The aim of such inspection is not finding the faults of the clerks concerned but to give them necessary instructions and guidance in their work. There is a prescribed form for such inspection which is enclosed in Appendix 'D'. Likewise, the Branch Officers inspect the work of at least two clerks, who are heavily

² Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, paras. 299-300. pp. 114-115.

in arrears, every month as also the work of Awal Karkuns. While inspecting the work of Awal Karkuns, they particularly see whether they have done the requisite inspections prescribed for them in the month.

At the time of inspection, the inspecting officer, besides giving the necessary guidance to the inspected clerk, is also expected to write his opinion about the work of the clerk on a separate sheet, which is sent to the Assistant Chitnis for filing and record. He verifies carefully the compliance of the suggestions of the previous inspection; checks up all await cases and sees that reminders are issued and attempts are made for their disposal. Special efforts are made to dispose of cases of over two months and he tries to see that disposal is secured before the next inspection. Finally, it is also his duty to see that all Government and other urgent references are disposed of by calling for the final reports immediately. These inspection notes are put up to the Collector by the 10th of each month, and are filed clerk-wise. Since the entire responsibility for the efficient working of the District Office lies with the Collector, he, on the basis of the information which he gathers from the inspection reports sent by his subordinates, checks that particular Unit or Branch which has not been functioning efficiently.

Thus, the internal inspection is a very important method by which proper supervision is exercised over the work of subject clerks. It not only serves to check delay, but also gives useful instructions and guidance to the dealing clerks. With this end in view, the office inspection should be thorough, punctual and instructive, and officers concerned are expected to follow the instructions scrupulously. Unfortunately, such is not the case and these "daftar" inspections tend to become a burdensome and tiring routine.

CHAPTER FOUR

VERTICAL INSPECTIONS

Vertical inspections include inspections of the offices at a particular administrative level by the officers from a superior level. Thus, the Divisional Commissioner's offices are inspected by a Member of the Board of Revenue, as in U.P., or by the Chief Secretary, as in Maharashtra. In their turn, the offices of the Collectors are inspected by the Board of Revenue, as in Madras, or by the Divisional Commissioners, as in U.P. and Maharashtra. In this chapter we will briefly review the working of such type of inspections in the three States under study.

UTTAR PRADESH

In U.P., the Administrative Member of the Board of Revenue inspects the Commissioner's office, the Collector's office and the Tahsil office. The Divisional Commissioner, in turn, inspects the Collector's office, the Tahsil office and Blocks. Similarly, the Collector inspects the Tahsil offices, Police Stations, Blocks, Panchayats, etc. Besides these regular hierarchies, there are several other officers coming from the headquarters of the State Government for inspections at the District and Tahsil levels.

When an officer goes to inspect an office, he generally sends in advance his tour programme, unless it is a surprise check, to the office which is to be inspected, along with the questionnaire, if there is one. The purpose of sending this questionnaire in advance is that the relevant information may be collected by the office and the time of the inspecting officer saved. On the due date, the officer reaches the office and starts the inspection. He goes through the data which has been collected by the office on the lines of the questionnaire, and, at

places, checks it with the original files. As he goes on checking, section by section, he also keeps on dictating notes to his stenographer, which are typed generally in four copies.

Normally, the inspection of a Collectorate by the Commissioner is done under these heads : Buildings, Stock Registers, Nazir's Account, Travelling Allowance, Office Inspections, Character Rolls and Service Books, Pending References, Attendance Registers, Copying work, Record Rooms, Distribution of Work, Case Work, Criminal Case Work, Adjournments, Inspections by Subordinate Officers, Inspections of Police Stations, Agricultural Income-Tax Work, Arms and Ammunition Vendors, Securities, Land Management Committees, Preparation of Pension Papers of Government Servants, Collection of Land Revenue and Other Dues, and Conclusion, and the inspection note runs generally from 10 to 30 typed pages.

After the inspection is over, a copy of the inspection note, in duplicate, is sent to the Collector's office for rectification of the defects and compliance; a copy is endorsed to the Secretary, Board of Revenue for information; and one copy is retained by the Commissioner for his own record. The compliance report is sent, para-wise, by the Collector's office normally within a month, to the Commissioner's office and a copy is endorsed to the Board of Revenue for information. If the Commissioner is not satisfied on certain points, he further pursues the matter and clears it up with the Collector. However, if the Commissioner has inspected a Block or a Tahsil office, a copy of the inspection report is sent to the Collector of the District for watching the compliance and follow-up.

We shall now take up the various authorities which go for inspection and exercise supervision and control at various levels.

The Collector

In order to acquaint himself with all the areas of his District, it is very important for the Collector to do extensive touring of that region. Hence, the tour programme of the

Collector is an essential part of his duties and he is required to make at least 60 night halts during his winter touring. During such tours he does the "jamabandi"¹ audits and inspects the Tahsil offices. The object of such touring is to keep himself in intimate contact with the Tahsil and Sub-Divisional officers and assess their efficiency for carrying out the functions delegated to them, and to advise and guide them in the proper discharge of their duties. Besides, personal visits to the villages are enjoined on the Collector so that he may have first-hand knowledge of the needs of the villages and understand their social and economic problems. On the basis of his understanding of the situation, he advises the Government on the policy to be formulated in regard to programmes of relief and development in the rural areas of the District.

Further, the Collector is also responsible for the efficient working of all offices under his charge; and, to discharge this responsibility, constant and regular inspections are essential. It is, therefore, necessary that once a year he should inspect every office and revenue court in his District, both in order to ensure the efficient working of these offices and also in order that he may acquaint himself with every member of the ministerial staff under his control. In brief, the Collector¹ Deputy Commissioner is supposed to observe the following schedule:

- (1) Monthly inspection of court attendance registers and surprise visits to check punctuality of courts on executive side—Paras. 2(3) and 4 of the Handbook for Criminal and Revenue Courts.
- (2) Monthly inspection of Jail—Grih Vibhag Karagar G.O. No. 3496(1)/XXII-878/1959, dated August 25, 1959.

¹ Jamabandi is an annual settlement of land revenue accounts. These proceedings involve a detailed scrutiny of the Village and Taluk registers and accounts for the purpose of ascertaining whether all items of land revenue have been properly determined and brought to account and whether the statistics prescribed for economic and administrative purposes have been correctly compiled.

- (3) Occasional inspection of the Collectorate offices at "Sadar" (Headquarters)—Para. 1103 of the Revenue Manual.
- (4) Half-yearly inspection of the work relating to the Rehabilitation Grant in each Tahsil (Z.A. & L.R.)—L.G. Instruction No. 5—Chapter XII.
- (5) Annual inspection of the Sadar Treasury during rainy season (before Commissioner's inspection of the Treasury)—469A, Financial Handbook, Vol. V, Part II.
- (6) Annual inspection of each Police Station, if possible—Para. 9 of Police Regulations.
- (7) Annual inspection of Supply Offices—Khadya D. O. No. C-1818 of May 2, 1958.
- (8) Annual inspection of each Tahsil and a few Departments—Para. 1694 of Revenue Manual.
- (9) Annual inspection of at least five Land Management Committees in each Tahsil on the spot—B.O. No. 93-G.5-363(1)/1955, dated September 8, 1958.
- (10) Annual inspection of the office of District Relief and Rehabilitation Officer in July with the help of questionnaire—R. & R.(A) Department G.O.681-RR-XXI-A-34/1955 of August 23, 1958.

However, it is not necessary that all the inspections should be carried out by the District Officer himself. The Additional District Magistrate, many a times, may carry out inspections of the Tahsils and Blocks on behalf of the Collector.

On the same model the Sub-Divisional Officers make inspections of their court staff quarterly, and of Tahsils, Thanas, prisons and firework shops annually. The Sub-Divisional Officers, on behalf of the Collector, also inspect the work of Land Management Committees, Town Areas, Nyaya Panchayats, Blocks, etc., during their winter tour. They also check "Partial" (investigation) work of Lekhpals. The District Planning Officer makes inspections of Blocks. The Sadar Kanungo makes inspections of the work of the Registrar Kanungos and Supervisor Kanungos of Tahsils and records his

inspection notes. In brief, the following authorities carry out inspection at the Tahsil level:

- (1) Tahsildar and Naib Tahsildar of their own offices—four times in a year.
- (2) Sub-Divisional Officer—once a year.
- (3) District Officer—once a year.
- (4) Divisional Commissioner—once in three years.
- (5) Administrative Member of the Board of Revenue—not fixed, normally once in five years.
- (6) Assistant Director, Land Records—once a year.
- (7) Assistant Land Reforms Commissioner—once a year.
- (8) Inspector of Kanungos—once a year.
- (9) Sadar Kanungo—once a year.
- (10) Inspector of Government Offices—once in 3 to 5 years.
- (11) Regional Assistant Compensation Commissioner—4 times in a year plus surprise visits.
- (12) Treasury Officer—twice a year.
- (13) Chief Revenue Accountant—twice a year.
- (14) Accounts Officer from the Board of Revenue—four times in a year.
- (15) Inspector of Stamps—once a year.
- (16) Sub-Divisional Officer—monthly inspections of the collection work.
- (17) Statistician of the State Government—2 to 3 times in a year for crop cutting experiments.
- (18) Secretary, Board of Revenue—Casual inspections.

The Divisional Commissioner

Though the primary responsibility of the Commissioner is of supervision over the planning and development work in the Division, he is also responsible for co-ordinating and supervising all wings of public administration, including law and order within his jurisdiction, and he particularly directs

his attention to the securing of efficiency, honesty and despatch in the conduct of public work. Commissioners, in the course of their tours and inspections, observe if the public money is spent in every Government Department prudently and to the maximum advantage. Similarly, it is also their important function to watch the collection of Government revenues from all sources, e.g., land revenue, entertainment tax, sales tax, large land holdings tax, etc., and to ensure that leakages are plugged as far as possible. In short, the proper functioning of the development programmes, reasonable guidance in the matter of maintenance of law and order, supervision of revenue work in the Districts, including the work of collection of Government dues, inspection and supervision of other Governmental work, harmonious co-ordination and co-operation between Departments, and maintenance of contact with public are some of the important duties of the Commissioners.

In addition to the above functions, the Commissioners are, in particular, responsible for general supervision over District offices, which they periodically inspect for ensuring that day-to-day administration in these offices is carried on efficiently and honestly; that District Officers and their subordinate staff follow the rules of conduct and work according to the standards expected of them; and that officers exercising revenue and magisterial functions attend to their court work with punctuality and despatch. On the basis of these inspections, Commissioners submit their reports to Government on the work of District Officers, I.A.S./P.C.S., and Judicial Officers through the Administrative Member of the Board of Revenue.

The following statement regarding the work done by the Commissioner, Lucknow Division, during the year 1958-59, will throw some light on the nature, extent and scope of the work of the Commissioners:

Number of days spent on tour	99
Number of District Offices inspected	7
Number of other offices inspected	52
Number of days spent at headquarters	237

Number of days on which court work was done	114
Amount of court work (cases) disposed of :	854
(a) Rent and Revenue appeals	15
(b) Agricultural Income-tax/Large Land Holdings Tax appeals	450
(c) Municipal assessment appeals	61
(d) Kanungo and Lekhpal appeals	44
(e) Rent Control Act revisions	155
(f) Miscellaneous appeals	129
Total	<hr/> 854 <hr/>

The Commissioner can inspect any office of the State Government located within his jurisdiction as he is the area representative of the Government in the Division and in certain cases he is allowed to inspect even the offices of the Government of India. In particular, he is supposed to pay special attention to the inspection of the following offices:

- (1) District Offices
- (2) Land Management Committees—two in each Tahsil
- (3) Treasuries
- (4) Block Development Centres
- (5) Planning Offices in Districts
- (6) Municipal Boards
- (7) District Boards
- (8) Jails
- (9) Police Stations
- (10) Tahsils
- (11) Courts
- (12) Hospitals
- (13) Schools
- (14) Commissioner's Office
- (15) General—roads, forests, canals, etc.

The questionnaires which the Commissioner uses while inspecting District offices and Tahsils are given in Appendices 'E' and 'F' respectively.

It has been observed that the inspections made by the Commissioner are very effective. They are all genuine inspections, done by the Commissioner himself and not on his behalf by his subordinates, and hence they do not lose the effectiveness of compliance. There are two reasons for their effectiveness. In the first place, the Commissioners have ample time to devote to their supervisory, touring and co-ordinating duties. Secondly, the Commissioner's position is such (he being a very senior officer in charge of the whole Division comprising of several Districts, sending reports to the Government on the work of District Officers and other I.A.S. and P.C.S. officers) that inspections done by him are bound to carry much weight. The table on page 69 will throw some light on the compliance reports of the inspections made by the Commissioner.

The Board of Revenue

The Board has two wings—the Administrative Wing and the Judicial Wing. We are primarily concerned here with the Administrative Wing, which deals with the following subjects:

- (a) Land Records including the land records staff.
- (b) Tahsildars and Naib-Tahsildars.
- (c) Divisional and District establishments.
- (d) Agricultural Income Tax/Large Land Holdings Tax.
- (e) Surveys and Settlements.
- (f) Administration of Taccavi Acts.
- (g) Collection of canal dues.
- (h) Territorial changes, partitions, consolidations, mutations, etc.

Though the responsibility for district administration is vested completely in the District Officers themselves, the Administrative Member of the Board, assisted by the Divisional Commissioners, provides the agency for ensuring on behalf of Government that the day-to-day administration in the District offices is carried on efficiently and honestly, and that District Officers and their staff follow the rules of conduct and work according to the standards expected of them. Under the direction of the Administrative Member, each Commissioner is

TABLE

Inspecting authority	Office inspected	Date of inspection	Date on which Inspection Note was sent	Date on which Compliance Report was sent
1. Commissioner, Lucknow Division	District Office, Sitapur	May 21, 1957	June 3, 1957	November 26, 1957
2. Commissioner, Lucknow Division.	Tahsil Biswan, District Sitapur	February 28, 1960	April 16, 1960	July 30, 1960
3. Commissioner, Allahabad Division	District Office, Allahabad	March 21, 22 1960	April 12, 1960	January 27, 1961
4. Commissioner, Lucknow Division	Land Management Committee, Tahsil Biswan, District Sitapur	April 19, 1960	April 19, 1960	July 18, 1960
5. Commissioner, Lucknow Division	District Office, Sitapur	August 3-4, 1960		April 10, 1962

responsible for making inspections of the District Offices and revenue courts above the level of Tahsildars within his jurisdiction. The Administrative Member himself makes sufficient inspections in each Commissioner's charge with a view to satisfying himself that the Commissioner has done proper and adequate inspection work. He does not have any fixed roster or programme of his inspections. He can inspect, according to his judgement, any District or Commissioner's office at any time he likes. Such inspections are made mostly in those offices where the efficiency of work is not up to the mark. This information he gets from the inspection notes of the Commissioners and other inspecting authorities. These inspections are made on the basis of a long and comprehensive questionnaire (see Appendix 'G'). This questionnaire is sent in advance to the office to be inspected which is expected to keep the replies ready for the Administrative Member's visit. Thus, the main purposes of these inspections are to point out failings and shortcomings to the officers concerned, to discover and eliminate wasteful procedure and to achieve conditions which inspire confidence in the public in their relation to Government activities.

In addition, the Commissioners submit their reports to the Administrative Member on the working of District Officers and other I.A.S. and P.C.S. officers. The Administrative Member in each case adds his own comments based on his own personal observations. Since the Administrative Member is the highest officer in charge of this work, he reports to the Government each year on the working of the Commissioners as well. This power of the Administrative Member brings all the more effectiveness to the compliance of his inspection reports.

Besides the Administrative Member, all other Members of the Board carry out inspections of their respective subjects. Thus, Member Taxation does the inspection of the various offices collecting taxes for the State; similarly Member Land Records looks into the collection of land revenue, the proper maintenance of land records, and work pertaining to it. In the same way, the Judicial Member of the Board also makes

inspections of the Additional Commissioners' courts. The following tour programme of the Members of the Board of Revenue (Administrative Wing) will give an idea of the inspections made by them during 1961:

I. Administrative Member—

April 18-26, 1961: Pratapgarh, Allahabad and Fatehpur.
July 21-26, 1961: Allahabad and Varanasi.

II. Member, Taxation—

January-February 1961: Kanpur, Etah and Aligarh.
September 24-October 4, 1961: Agra.

III. Member, Land Records—

February 8-13, 1961: Varanasi.

Other Authorities

Besides the Divisional Commissioner and the Board of Revenue, Departmental Heads and similar other officers also inspect the District offices. For example, the following statement of the officers who inspected the work of various offices in the District of Sitapur in 1960, will give an idea about the other officers who come to Districts for inspection:

1. Assistant Excise Commissioner—inspected the work of Excise Department in every quarter of the year.
2. Assistant Land Reforms Commissioner—inspected the land acquisition work once in the year.
3. Officer on Special Duty (Taxation) from the Board of Revenue—inspected the taxation work (Agricultural Income-Tax/Large Land Holdings Tax) twice in the year.
4. Commissioner of Lucknow Division—inspected the Collectorate of Sitapur once in the year.
5. Assistant Accounts Officer of the Accountant General's office—inspected the Treasury. He comes once in three years.
6. Commissioner of Lucknow Division—inspects Treasury every year excepting the year when the Accountant General's party comes for inspection.

7. Officer on Special Duty (Hindi)—comes every year from the State Headquarters to inspect the progress of Hindi in different offices.
8. Deputy Development Commissioner (Central Zone)—comes every year to inspect the planning work at Headquarters. In 1960, he inspected five N.E.S. (National Extension Service) Blocks in the District.
9. Deputy Development Commissioner (Agriculture)—inspected the agricultural work pertaining to planning once in the year.
10. Director of Economic Intelligence—inspected the statistics of planning and development once in the year.
11. Regional Assistant Compensation Commissioner—inspected the Zamindari Abolition Compensation work at the Tahsil level once in the year.
12. Accounts Officer of the Board of Revenue—inspected the collection of Government dues at the Tahsils once in the year.

MADRAS

The system of inspection in this State follows the simple model of an office being inspected once a year, except the Collector's office which is inspected once in two years, by the officer belonging to the next higher level, who reports to the level immediately above him. Thus, the Taluk office is inspected by the Revenue Divisional Officer and a copy of the inspection report is sent to the Collector of the District; similarly the Revenue Divisional office is inspected by the Collector and the report goes to the Board of Revenue; and the Collector's office, in turn, is inspected by the Board of Revenue and the report is submitted to Government. However, there is no objection to surprise inspections by officers who are superior to the immediately superior officers of the offices inspected. Thus, the Collector is free to make surprise inspections of Taluk offices.

The inspection process in this State differs materially from that of U.P. Here an advance party, consisting of a Head Clerk and a few Upper Division Clerks, goes to the office to be inspected a few days in advance to prepare the preliminary notes. For example, if a Member, Board of Revenue has to inspect a Collector's office, the advance party will leave about a week before the due date of inspection from the office of the Member, Board of Revenue and will start preparing preliminary report in the Collector's office to be inspected. This report is prepared under several heads (for details *see* Appendix 'H'). These preliminary notes are very voluminous and generally run from 100 to 200 typed pages. Besides, there is also an appendix, almost of an equal size, attached to it.

On the scheduled date, the Member, Board of Revenue, reaches the Collector's office and he has before him all the requisite information. He can ask for any other paper or record if he so desires. He checks the information supplied in the preliminary notes on a random sampling basis. On the basis of this material he dictates the inspection report which itself runs into anything from 40 to 100 typed pages. This report follows closely the headings of the preliminary note, but after giving his general impression about the working of the office, the inspecting officer devotes the last para. of the report to an appraisal of the officer in charge of the inspected office. After the report is ready, its copy is sent to the Collector whose office is inspected, for rectification and compliance, and one copy of its summary is forwarded to the Chief Secretary to Government by name and the other to the Secretary, Revenue Department, for the information of the Chief Minister and the Revenue Minister respectively. A copy of the summary is also circulated to other Members of the Board for their perusal after which it goes to the record as Board's Proceedings. The compliance is watched by the office of the Board. Similar procedure is adopted by the Collectors and the Revenue Divisional Officers during their inspections. We shall now describe briefly the inspections made by officers at various levels.

The Revenue Divisional Officer

He acts as a link between the Collector and the Taluk officers and forms an indispensable part of the revenue hierarchy. Apart from the substantial original work cast upon a Revenue Divisional Officer under the various Acts, Regulations, Rules and Standing Orders, a lot of supervisory work has to be done by him by way of inspection of the several branches of Taluk offices and conducting "jamabandi", attending to numerous local inspections, and scrutinising reports of subordinate officers on important subjects. With the introduction of the National Extension Service and Community Development Projects, the Divisional Officer is expected to co-ordinate the developmental activities. The Divisional Officer occupies in the Division, in relation to other offices, a position similar to that of a Collector at the district level. He is also responsible for the maintenance of law and order in his Division and exercises the powers of an executive first class magistrate within his jurisdiction.

In order to acquaint himself with all the areas of his Division he is required to do 90 days of touring in each half of the calendar year, i.e., from January 1 to June 30 and July 1 to December 31, respectively. A return, showing the details of the tours made by the Divisional Officers during the half years ending with June 30 and December 31, is sent to the Collector, who after a review, despatches the same to the Board of Revenue. Besides, the Revenue Divisional Officers also submit a diary giving details of their touring in every fortnight to the Collector. The following table is an example:

Diary of the Revenue Divisional Officer, Coimbatore, for the fortnight ending August 15, 1959 (Abstract)

	(In the fortnight)	(Up to the fortnight)
1. No. of days toured	14	146
2. No. of marches	12	110
3. No. of halts	2	36
4. No. of days spent at headquarters	1	68

	(In the fortnight)	(Up to the fortnight)
5. No. of days on casual leave	—	11
6. No. of minor irrigation works inspected	—	7
7. No. of other irrigation sources inspected	—	5
8. No. of cattle pounds inspected	—	4
9. No. of land acquisition cases inspected	3	6
10. No. of loan cases inspected	5	31
11. No. of local development works inspected	—	8
12. No. of block development works inspected	—	7
13. No. of rural water supply works inspected	—	7
14. No. of assignment cases inspected	—	5
15. No. of sites of cinema inspected	1	14
16. No. of ammonium sulphate depots inspected	—	7
17. No. of rice mills inspected	—	3
18. No. of "kist" centres attended	—	3
19. No. of water rate cases inspected	3	4
20. No. of Harijan welfare works inspected	—	4
21. No. of maternity and child welfare centres visited	1	2
22. No. of "chowky" posts verified	1	3
23. No. of encroachments inspected	1	35
24. No. of alienation cases inspected	—	2
25. No. of sub-jails visited	—	1
26. No. of civil supplies godowns inspected	—	2
27. No. of fair price shops inspected	—	1
28. No. of rain gauges inspected	—	2

This diary is seen by the Collector and its copy goes to the Secretary, Board of Revenue.

Similarly, the Tahsildar is required to inspect every village in his Taluk at least once in each year and is required to be on tour for not less than 120 days in each half-year. Tahsildar's monthly tour returns are submitted to the Divisional Officer, who submits quarterly reviews to the Collector, who exercises a careful scrutiny over the reports of Tahsildars' tour statements.

The annual settlement of the villages within his range, the adjustment of disputes among the "ryots" in respect of the occupation of land, the boundaries of fields or the distribution of water, the issue of "pattas", the investigation of claims to remission for crops destroyed by drought, inundation or blight, and the repair of tanks and water courses are matters which ordinarily claim the attention of the Divisional Officer.

The Divisional Officers inspect every Taluk office and Block in their Divisions at least once a year. Generally the inspection is made unexpectedly and the inspection report is submitted to the Collector immediately after the inspection is over. It is not necessary that the Divisional Officers should inspect all the branches of the office at one time. They generally inspect one or two branches at a time, but make a thorough inspection of them rather than a cursory inspection of the whole office.

The Revenue Divisional Officers submit a fortnightly diary to the Collector on the 8th and the 23rd of each month. The diary refers to the inspection work and matters of general interest in the Division. The object of the diary is to keep the Collector informed of all matters of interest in the Revenue Division including the movement of the Divisional Officers and anything of interest bearing on the revenue administration discovered during local inspections. In dealing with their inspection work, Revenue Divisional Officers briefly refer to the villages visited, any special inspections made with reference to papers pending in their Divisions, irrigation sources or loan works inspected and also include a rough estimate of any miscellaneous inspection done. They also give a general impression of agricultural conditions in the area toured. This diary is returned in original with the Collector's remarks to the Revenue Divisional Officer and is filed by him.

In short, the Revenue Divisional Officers enjoy the same powers within their Revenue Divisions as are enjoyed by the Collectors in their Districts. The "ryots", though allowed to appeal to the Collector, look to the Divisional Officer as the authority who is to enquire into their complaints and grant them redress.

The Collector

The keynote of district administration is that the Collector should be in personal touch with all aspects of the work and that every aspect carries his own imprint. In order to do so, it is required of a Collector that he should annually inspect all the branches of revenue work, including suit work, in each of the Divisional offices in his District and should submit a copy of his inspection notes to the Board of Revenue. Similarly, the District Revenue Officers are required to inspect the matters connected with land revenue. The following table will give some information regarding the inspections done by the Collector and District Revenue Officer in the district of Coimbatore in 1961:

Inspecting authority	Office inspected	Date of inspection
Collector	Revenue Divisional Officer's office, Gobi	September 4 to 6, 1961
Collector	Sub-Collector's office, Pollachi	October 10 to 12 1961
Collector	Revenue Divisional Officer's office, Erode	November 9-10, 1961
Collector	Revenue Divisional Officer's office, Coimbatore	November 20-21, 1961
District Revenue Officer (D.R.O.)	Special Deputy Collector (Land Acquisition), Pollachi	November 4, 1961
D.R.O.	Special Deputy Collector (Land Acquisition), Sholayar Dam, Pollachi	November 4, 1961
D.R.O.	Special Deputy Collector (Localisation), Pollachi	October 30, 1961
D.R.O.	Deputy Collector (Land Acquisition), Amaravathinagar	November 5, 1961
D.R.O.	Special Deputy Collector (Inams), Dharampura	November 9, 1961.

In order to acquaint himself with all the areas under his charge it is also expected of a Collector to do extensive touring in the District. He is, thus, expected to be on tour for a minimum period of 75 days during each half of the calendar year. The ratio between halts and marches is to be 1 : 2. The sub-joined table shows the tour itinerary of the Collector of Coimbatore during 1961:

Collector's Tour Statement for half-year ending 30th June, 1961

Names of Stations at which halts were made	No. of days halted at each Station	Total No. of marches
1. Amaravathinagar ...	4	
2. Aliyarnagar ...	1	
3. Bhavani ...	4	
4. Bhavanisagar ...	1	
5. Dharampuram ...	1	
6. Erode ...	5	
7. Gobichettipalayam ...	2	
8. Mettupalayam ...	1	
9. Madras ...	3	
10. Ootacamund ...	3	
11. Pollachi ...	6	
12. Perundurai ...	4	
13. Tirupur ...	3	
TOTAL ...	38	73

Collector's Tour Statement for half-year ending 31st Dec., 1961

Names of Stations at which halts were made	No. of days halted at each Station	Total No. of marches
1. Aliyarnagar (Pollachi Tk) ...	2	
2. Bhavani ...	3	
3. Bhavanisagar ...	2	
4. Dharampuram ...	3	
5. Erode ...	3	
6. Gobichettipalayam ...	2	
7. Hyderabad ...	2	
8. Madras ...	7	
9. Pollachi ...	6	
10. Perundurai ...	5	
11. Satyamangalam ...	3	
12. Udamalpet ...	1	
TOTAL ...	39	89

On January 15 and July 15 of each year the Collectors despatch to the Board, in the prescribed form, a return showing the details of the tours made by themselves during half-years ending June 30 and December 31. Like Divisional Officers, they also maintain their monthly diary which they send to the Board for information.

It is also expected of the Collector to make himself acquainted with all the rules for the administration of the office committed to his charge, and to satisfy himself from time to time that these are observed in practice and, if not, to introduce the necessary reforms. He should also check the correctness of the returns prepared by his subordinates, for he himself is responsible for the correctness of reports or returns. It is also an important part of a Collector's duties to make an efficient periodical examination of the public accounts of his District, and to examine the Loans Register maintained in his office. However, the Collectors rarely get time to meet all the requirements, as expected of them according to the Manuals.

The Board of Revenue

The Board, in particular, guides, supervises and controls the Collectors in the general administration of the Districts. The Collector's offices are inspected, at least once in two years, by one of the Members of the Board of Revenue. No manuals or questionnaire forms have been prescribed for inspection of the Collector's offices by the Board, but the preliminary notes of inspection are prepared under certain broad headings. However, since the creation of the post of District Revenue Officer in certain Districts, the inspecting Board Member checks the work of his branch separately from the Collector's work. Though there is only one inspection of the Collector's office, the work of the District Revenue Officer is appraised separately. As pointed out earlier, the Collectors maintain their monthly diaries and send them every month to the Board of Revenue for information. The Collectors and Assistant Collectors also apply to the Board for temporary

leave of absence from their stations and they cannot absent themselves without having previously obtained such permission. Their confidentials are also written by the Board Members.

The following table will throw light on the nature and extent of inspections made by the Members, Board of Revenue:

Name of the District	Designation of Member	Date of inspection	Date of disposal
Madras	Commissioner, Commercial Taxes	Oct. 28, 29, 1959	Nov. 12, 1959
Chingleput	Land Reforms	Dec. 1959	Jan. 11, 1960
North Arcot	Land Reforms	Oct. 24-26, 1960	Nov. 11, 1960
South Arcot	Land Reforms	Dec. 14, 1960	Mar. 24, 1961
Tanjore	Land Reforms	Jan. 5-7, 1961	Mar. 30, 1961
Tiruchirappalli	Commercial Taxes	Jan. 19-20, 1960	Mar. 4, 1960
Salem	Civil Supplies	Jan. 20-24, 1960	Mar. 16, 1960
Coimbatore	Commercial Taxes	Aug. 1959	Sep. 23, 1959
The Nilgiris	Land Reforms	Sep. 1959	Oct. 13, 1959
Madurai	Commercial Taxes	Sep. 7, 1960	Nov. 14, 1960
Ramnathpuram	Commercial Taxes	Oct. 26-27, 1960	Dec. 3, 1960
Tirunelveli	Land Reforms	Aug. 1959	Sep. 7, 1959
Kanyakumari	Land Reforms	Oct. 10, 1960	Dec. 3, 1960

Another interesting feature is the very considerable trouble taken in the Board's office to make two kinds of reviews of the "taccavi" position every quarter. One is called the review of progress and deals generally with the state of arrears and action taken for recovery. The other is called the review of business statements and deals with the disposal of loan applications,

disbursement of loans and inspection of work with a view to preventing misapplication. One can understand the effect that reviews of this kind can have on a District Officer who values his reputation for efficiency. In these reviews everyone of his colleagues is told what the Board thinks of the work he has done during the quarter.

MAHARASHTRA

The inspection system in this State partly follows the U.P. pattern and partly the Madras model. Like U.P., the Divisional Commissioner here not only inspects the Collectors' offices but also the Prant offices, Taluka offices, Local Bodies and Blocks. Similarly, a Collector inspects the Prant offices, Taluka offices, Local Bodies, Blocks, Jails and Police Stations. Likewise, a Prant Officer inspects the Taluka offices, Blocks, Jails, Police Stations, Circles and Villages.

However, the inspection process here falls in line with the Madras pattern. Thus, like Madras, an advance party consisting of a Head Clerk and few Upper Division Clerks leave a few days in advance from the office of the inspecting officer to the office to be inspected to prepare the preliminary notes. For example, if the Commissioner, Bombay Division, has to inspect the Collector's office, Nasik, the Commissioner would write to the Collector about his proposed inspection programme, and about a week before the due date of inspection, an advance party would leave from the Commissioner's office to prepare the preliminary notes in the Collector's office. These notes, at times, run into few hundred pages and the information is collected under several heads (for details, see Appendix 'I').

On the due date the Commissioner would reach Nasik and start the inspection of the Collectorate. He would go through the preliminary notes and would scrutinise them at places to satisfy himself whether the work done by his staff is adequate or not and would give his remarks on the margin. The Government has fixed a minimum of such scrutiny to 25 per cent for Commissioners, 50 per cent for Collectors and all points for

Prant Officers. As and when the inspection notes are ready, a copy of the note is given to the head of the office inspected so that on the conclusion of the inspection he can explain any action which may be considered erroneous. This last discussion is known as Memorandum Reading. The notes are then recast in the light of this discussion and typed in three copies. One copy is retained by the inspecting officer, i.e., the Commissioner in the present case, for his own record and the other two copies are sent to the office inspected, i.e., the Collector's office. In the Collector's office one copy is kept for record purposes, and, of the other copy, the relevant portions are distributed to the different Branches. The Branches do the rectification and necessary compliance of the defects pointed out by the Commissioner in the inspection report. A brief summary of the inspection note is sent to the Revenue Secretary for information.

The compliance reports are typed out by the respective Branches, in triplicate, in the prescribed proforma, para.-wise. One copy of it is retained by the Branch concerned for its record and the other two are sent to the Collector. Here, the replies of all the Branches are compiled and one copy is sent to the Commissioner's office and the other is retained for record at the Collector's office. If the Commissioner's office is not satisfied with the compliance of some point, the matter is further pursued and cleared up.

The process of inspection is the same even at lower levels. Now we shall deal with the supervisory and inspecting duties of the Prant Officers, the Collectors, the Commissioners, and other superior officers separately.

The Prant Officer

As stated earlier, the State of Maharashtra is sub-divided into 241 Talukas, and 3 to 5 Talukas together form a Prant. A Deputy or Assistant Collector is the chief executive officer of a Prant who is popularly called the Prant Officer. His counterparts are styled as Sub-Divisional Officer in U.P. and Revenue Divisional Officer in Madras. The Prant Officer

forms an important link in the revenue set-up of the State. Under the Land Revenue Code, the Prant Officer exercises all the powers of the Collector except those which are specially reserved for the latter, and thus relieves the Collector of much original revenue work. He is also the Sub-Divisional Magistrate and assists the Collector in maintaining law and order within his jurisdiction.

He supervises the working of Taluka offices within his jurisdiction by constantly touring in the area. He is required to tour in a year for 190 days, with 125 night halts for the purposes of Jamabandi audit, inspection and ascertaining the needs of the villages in regard to their social and economic betterment and bringing them to the notice of higher authorities. He is required to tour in such a way that every village in his Prant is visited at least once in five years. While on tour, besides acquainting himself with the local problems by contacting the people, the Prant Officer has to inspect the village records, see conditions of crops, boundary marks and encroachment sites, and verify land revenue receipts. He also has to test the work done by the Village Officers, Circle Inspectors and Mamlatdars (Tahsildars) and correct mistakes wherever they are found. He has to inspect the Treasury and verify the Treasury balance. In short, he has to supervise the work of the Village Officers, Circle Inspectors, Circle Officers and Mamlatdars and to see that the Village and Taluka accounts and record of rights and other records connected with the land administration are properly maintained by those responsible and that implementation of the various land reform enactments and executive orders issued by Government are properly executed.

The Mamlatdar, likewise, has to supervise the work of Circle Inspectors and Village Officers in order to maintain efficiency in the performance of their duties as also to see that they keep the village records and accounts up-to-date. As one responsible for the upkeep of the records of rights—land revenue and other basic administrative records are kept in the Taluka office—he has to satisfy himself as to the reliability of these records. For such inspections and verifications he

is required to tour for 210 days in each year, with 10 night halts in each month, camping in different villages in such a way that he would complete the visit of all villages in his charge at least once in a year. While on tour, he has to verify these records and also ensure that the Circle Officers, Inspectors and Talatis under him properly understand their duties in regard to the maintenance of the records of rights and carry out their duties in the most efficient manner. Besides, he has to be in touch with all the problems in rural areas such as the general condition of crops, trend of prices of agricultural commodities, epidemics, diseases of cattle and other requirements of the villagers in respect of communication, water supply, irrigation, etc. Though his main duties pertain to revenue administration, he is also held responsible for general administration in his area.

The Collector

A District Collector combines in himself the functions of Collector of revenue, and that of District Magistrate. As collector of revenue, he not only collects land revenue but all other arrears to Government, such as income-tax, sales-tax, decrees by judicial courts, etc. As District Magistrate, he is responsible for the maintenance of law and order in the District. He, thus, controls and supervises the subordinate magistracy for this purpose. He is vitally concerned with the administration of police and jails. He is the Treasury Officer of the District and controls the Treasury. He also functions as the District Registrar for the registration of documents and Registrar of Money Lenders for the enforcement of the Bombay Money Lenders Act. He is also the Chairman of the District Soldiers', Sailors' and Airmen's Board.

In the sphere of local administration too he exercises control over local bodies and Village Panchayats. He is also responsible for the execution of rural development schemes under national extension service and community development projects.³ As such he is the co-ordinating executive authority of

³ His position in this respect has been affected by the introduction of the Panchayati Raj on May 1, 1962.

all functions in administration at the district level. In short, he is expected to remain acquainted with the working of all departments in the District as well as the local bodies, and supervise their activities and co-ordinate them to suit the needs and exigencies of the district administration. In other words, nothing of importance takes place in the District with which the Collector has not been acquainted.

In order to make himself acquainted with the entire area under his charge, the tour programme of the Collector is an essential part of his duties. He is expected to tour for 120 days in a year with a minimum of 70 night halts, and during such tours he is expected to carry out "jamabandi" audits and inspect the Sub-Divisional and Taluka offices. In Districts having 11 Talukas or less and having only two Sub-Divisions, the Collectors do inspection and "jamabandi" in such manner that no Taluka is left unvisited for two years, while in Districts where the number of Sub-Divisions is 3 or more, the Collectors take one Taluka from each Prant for "jamabandi" and another for inspection in such rotation that every Taluka in each Prant is inspected at least once in three years. However, the Collectors are expected to inspect a minimum of five Talukas in a year. The object of such tours is to keep himself in intimate contact with the Taluka and Divisional officers and note their efficiency for carrying out the functions delegated to them and to advise and guide them in the discharge of their duties. Besides, personal visits to the villages are enjoined on the Collector so that he may study the needs of the villages first-hand, and understand the social and economic problems which require to be attended to. On the basis of his understanding of the situation he is expected to advise the Government on the policy to be formulated in regard to the programmes of relief and development in the villages as well as on the necessary executive measures to be taken for this purpose.

The following office inspections made by the Collector of Nasik District will give an idea about the offices covered during a particular year:

Year	Jamabandi Audit	Office inspections	Municipalities
1959-60	Malegaon Taluka Kalwan Taluka Sinnar Taluka Peint Taluka	Surgana Mahal Nandgaon Taluka Chandor Taluka Peint Prant Office	Nandgaon Satana
1960-61	Baglan Taluka Chandor Taluka Nasik Taluka Dindori Taluka	Malegaon Taluka Igatpuri Taluka Niphad Taluka Malegaon Prant Office	Manmad Nasik Road
1961-62	Nandgaon Taluka Yeola Taluka Surgana Mahal	Dindori Taluka Niphad Taluka Kalwan Taluka Malegaon Prant Office	Sinnar Bhagur

The following table will give an idea about the touring and inspections done by the Collector of Nasik in the month of January 1962:

1. Total mileage covered	914
2. Touring within the District:	
(a) Days	8
(b) Night halts	2
(c) Tent camps	1 (with 2 days)
3. Number of villages visited:	
(a) Road side	4 (in addition, 4 revisited)
(b) Outlying	1
4. Number of Blocks visited	2

The Collectors also submit each month a diary of their activities to the Commissioners of their Divisions. The following statement will throw some light on its format and contents:

*Diary of the Collector of Nasik for the month of
January, 1962*

- (a) Visited one outlying and 8 road-side villages during the month and inspected scarcity bunding works at 2 villages in Sinnar Taluka along with the Commissioner, Bombay Division. Discussed the scarcity situation with

the Commissioner on the 28th at Nasik and the question of payment of scarcity wages to labourers on normal departmental works which are in execution within a radius of three miles from scarcity area was also discussed with the officers concerned.

Granted interview to the representatives of the Century Mills, Bombay, on the 12th and discussed the requirement and location of land regarding the proposed establishment of Industrial Estate at Nasik.

Carried out annual inspection of Nasik Treasury on the 27th.

- (b) The Governor of Maharashtra paid a visit to Tribal area, namely, Surgana and Chankapur, of this District on the 17th and 18th. Supervised the preliminary arrangements on the 11th at these places, when the District Superintendent of Police (D.S.P.) and the Executive Engineer, Nasik (B & C) Dn. also accompanied. Received the Governor on the 17th at 8 a.m. and accompanied him to Surgana. Attended the functions presided over by the Governor. On the following day, accompanied the Governor to Chankapur and attended the function presided over by him. Took leave of the Governor at Nasik Road Railway Station on the 18th night when he left for Amravati by train.
- (c) Convened a meeting of officials and non-officials on the 1st to chalk out arrangements for celebration of Republic Day. On the 9th, held the conveners' meeting to finalise the arrangements.

Hoisted the National Flag in the Revenue compound at 8.00 a.m. on the Republic Day and attended the flag saluting at the Police Parade Ground, which was presided over by the Commissioner, Bombay Division.

The Republic Day was celebrated with great eclat by organizing a mass procession, illuminations and entertainment programmes.

- (d) On the 8th, addressed all the revenue officers who will be functioning as Returning Officers and Assistant Returning Officers during the ensuing General

Elections, and advised them to discharge all duties connected with elections properly and with utmost promptness. They were also directed to satisfy themselves about location of and arrangements at polling stations and training of election personnel, and proper assignment of symbols.

Scrutinized the nomination papers of the candidates on the 22nd and final list was published on the 25th afternoon. Necessary arrangements to get the ballot papers printed at Government Press have been made.

- (e) Received the Minister for Revenue at Nasik Road Railway Station on the 8th and discussed the administrative problems at Malegaon on the close of his District tour at Malegaon on the 8th night and took his leave when he proceeded to Dhulia.

Received the Chief Minister of Maharashtra on the 13th on his arrival at Ghoti (Taluka Igatpuri) and took his leave when he left Nasik on the 15th morning for Bombay by car.

Called on the Commissioner, Bombay Division, on his arrival at Nasik on the 25th and accompanied him to Sinnar, Conde and Dodi on the 29th for inspection of scarcity works.

- (f) Attended the drama staged at Nasik on the 6th night in aid of Flag Day collections.

Attended Silk Day celebrations held at Nasik on the 10th.

Paid a visit to Chitrakala Vidyalaya on the 21st afternoon and inaugurated the exhibition organized by Kala Niketan, Nasik.

- (g) Attended the following meetings:

1. Meeting to finalize arrangements regarding celebration of Republic Day, on the 1st and 9th.
2. Monthly B.D.Os. and P.Os.' conference on the 4th.
3. Bi-monthly District Anti-Corruption Committee meeting on the 4th.

4. Monthly District Co-ordination meeting on the 4th.
 5. Small Savings Advisory Committee meeting on 12th.
 6. Meeting of the Managing Committee of the Indian Red Cross Society, Nasik District Branch, on 14th.
 7. Quarterly meeting of Jail Visitors' Board at the Nasik Road Central Prison on 23rd.
 8. Quarterly meeting of Jail Visitors' Board at Nasik City Sub-Jail on the 23rd.
 9. Co-ordination meeting for Industrial Estates held at Bombay on the 30th.
- (h) I could not attend to normal inspection work (except Nasik Treasury inspection) during the month as I was otherwise engaged in finalizing arrangements regarding (i) Governor of Maharashtra's visit to this District, (ii) Republic Day celebration and (iii) General Elections work, and as in accordance with the order of the Government, Returning Officers were directed to stay at the headquarters between 13th to 26th January."

The Commissioner

As in Uttar Pradesh, the authority next above the Collector in the revenue hierarchy in Maharashtra is the Commissioner who is vested with power to inspect revenue offices at the level of the district and below. However, the Commissionerships were abolished in the State in August 1950 and were restored only in 1958. Each Commissioner before abolition had a considerable staff to help him in carrying out his inspection duties. This staff was headed by a Deputy Collector, who was known as the Commissioner's Revenue Assistant. Under him, there was one Mamlatdar and two or three Awal Karkuns. After abolition, practically all this staff was transferred to the Secretariat and formed part of the newly created Inspection Unit. During this period the Government appointed a Deputy Secretary (Inspection) in the Revenue Department of the Bombay Secretariat, and he was authorised on behalf of the Government to inspect all the Collector's offices and even Prant and Taluka offices. He was

assisted by the staff of the Inspection Unit on each inspection, which consisted of one Deputy Collector, one Mamlatdar, four Awal Karkuns, one clerk and one typist. He was a touring officer and his jurisdiction extended over the entire State. He not only made regular inspections of the Collector's offices, Prant and Taluka offices but also made surprise inspections of these offices. His inspection notes were submitted to the Revenue Secretary, and after his scrutiny, were brought to the notice of the Minister in charge. During the period from August 15, 1950 to December 10, 1952, the Deputy Secretary inspected 16 Collector's offices, 6 Prant offices and 20 Taluka offices, and in addition he made surprise inspections of 2 Collector's offices, 1 Prant office and 63 Taluka offices. The printed statement of the Revenue Department made the following laudatory claim on behalf of its Inspection Branch:

"While three Commissioners between them had set up a standard of inspections of 6 Collector's offices, 6 Prant offices and 18 Mamlatdar's offices, all told during each year, the inspection branch has far exceeded this standard in point of detailed inspections during the year ending 31 August, 1951, and has in addition evolved a new method of surprise inspections, which are fairly detailed and quite extensive, and so far the Deputy Secretary (Inspection) has personally checked over 60 offices without notice."

In practice, however, inspections made by this kind of agency tended to be largely of a fault-finding character and one could hardly expect the Deputy Secretary (Inspection), who lacked day-to-day contact with the Districts, to have the "friend-philosopher-guide" approach of the Commissioner. Secondly, a question could be legitimately asked as to how either the Revenue Secretary or the Minister could find it possible to make any really satisfactory scrutiny of the innumerable detailed notes recorded by the Deputy Secretary, with the help of his inspection squads.

It may also be pointed out here that after the abolition of Commissionerships, the Revenue Secretary himself started

visiting the district headquarters as he was required to write the annual confidential reports on Collectors, and he felt that merely seeing the work of Collectors that came to the Secretariat did not give him an adequate idea for writing these confidential reports. His visits were not exactly inspection visits, as he recorded no inspection notes. The points which he looked into during his visit were four: (1) organisational, (2) finance, (3) personnel, and (4) public relations. In organisational matters, the following received his special attention:

- (a) how delegation of functions in favour of subordinates had been made;
- (b) the amount and quality of supervision over subordinates to whom the functions had been delegated;
- (c) distribution of work among the different branches;
- (d) periodical inspections by the Collector and his assistants of the different branches;
- (e) the state of arrears of work; and
- (f) tour diaries of Collectors.

As regards finance, the main points looked into were the state of arrears of land revenue and Taccavi. On personnel problems, the Revenue Secretary formed his own impressions of every officer whom he met, which he found useful at the time when questions of confirmation, trial on superior posts, and the like came up. These meetings also helped him in picking up men for special jobs for which demands were made on him by other Departments. The public relations, he thought, was apparently the most fruitful source of complaints.

It may also be recalled that the Divisional Commissioners were also discharging important supervisory functions in respect of local bodies. Therefore, on abolition of this post, the Bombay Government found it necessary to create an agency for the discharge of these functions in the form of Directors of Local Authorities, one for each Division, through whom passed all communications on local bodies addressed to the State Government by Collectors in the Division. The Directors of Local Authorities got the Collector's grade pay and a special pay of Rs. 200. In addition they drew a fixed travelling allowance.

The office staff sanctioned for each one of them was one personal assistant, one head clerk, three senior and four junior clerks, two typists, one stenographer, one "havildar" and seven peons. They were expected to tour for at least 180 days in a year, during which they were supposed to inspect all District Local Boards, all Borough Municipalities and at least 50 per cent of District Municipalities, and three Village Panchayats in each District in their charge. Besides, these Directors were also, later on, made responsible for securing and checking up compliance of inspection notes recorded by the Deputy Secretary (Inspection) as approved by the Minister. This empowered the Directors to visit the offices, inspected by the Deputy Secretary, examine papers and otherwise look into the matters arising out of the inspection reports. However, these posts of Directors along with the Deputy Secretary (Inspection) were abolished with the restitution of Commissionerships.

The Commissioners today are the chief controlling authority for their Divisions in all matters concerned with land revenue and in particular are responsible for the following:

- (a) supervision of and control over the working of revenue offices throughout the Division;
- (b) exercise of executive and administrative powers to be delegated by Government or conferred on them by law;
- (c) general inspection of offices of all Departments within the Division;
- (d) inspection of local bodies; and
- (e) co-ordination and supervision of the activities of all Divisional Heads of Departments with particular reference to planning and development.

In respect of revenue offices, the Commissioners are expected to inspect, in detail, at least two Collectorates in a year. In addition, they inspect every year one Taluka Office in each District and two Prant offices, the latter preferably in Districts where the Collector's office is not being inspected. Soon after each inspection they send to the Government a statement containing the main defects or other features noticed at the time of inspection, their summing up of the results of inspection and remarks on any official, whose work requires

special notice, whether favourable or adverse. Along with the inspection of Collectorates, detailed inspection of the working of the District Treasury is also done on the basis of the questionnaire prescribed in the Financial Rules. Points of general interest arising out of these inspections are referred to the Government in the Finance Department for orders. Besides, the Commissioners are expected to inspect two District Local Boards, twentyfive per cent of the Borough Municipalities, twenty per cent of the District Municipalities and at least one Village Panchayat in each year. However, no number has been prescribed for the inspection of offices of other Departments.

In short, the Commissioners are expected to inspect the revenue offices and local bodies. They may also inspect offices of other Departments within their Divisions. For these and other functions entrusted to them, they are expected to tour for a minimum period of 120 days in a year in their Divisions. With the increase of developmental activities, particularly of the community development and other land reforms measures, the Commissioners are expected to guide, supervise, inspect and co-ordinate the working of the various Departments at the divisional level.

The following statement, showing the touring and inspection work done by the Commissioner of Bombay Division during 1960-61, will give an idea about the actual inspection work done by the Commissioner in a particular year:

Collectorates	...	...	2
Prant Offices	...	...	4
Mamlatdar's Offices	...	...	5
Regional Offices	...	...	1
Borough Municipalities	...	...	2
District Municipalities	...	...	5
District Local Bodies	...	...	2
Blocks	...	...	1

Other Authorities

The Government in its Resolution of February 6, 1959,⁴ directed that "the Secretary of each Department, besides

⁴ Resolution No. INS-1059(O&M)-B, Bombay, 6th February, 1959.

inspecting the offices of Heads of Departments having Statewide jurisdiction under the administrative control of his Department, should occasionally inspect Regional and District Offices.” Accordingly, the Government in Revenue Department intermittently inspects the Collector’s offices every year and the General Administration Department inspects the offices of Commissioners. The compliance reports of such inspections are sent to the Revenue Secretary and the Chief Secretary respectively, and are placed by them before the Ministers concerned for their information. A brief account of the inspection made by the Chief Secretary of the Commissioner’s office, Bombay Division, will give an idea about the entire process and contents of such inspections.

On September 22, 1962, the Chief Secretary sent a Demi-official (D.O.) letter to the Commissioner, Bombay Division, saying that “I propose to undertake inspections of offices of all Commissioners during the course of the next few months. Accordingly, the inspection of your office will be undertaken in the first fortnight of October 1960. The inspection will involve my collecting some statistical information, my staff’s making some case studies and checking statistics and my visiting your office and discussing with you the points arising out of this. Tentatively, I propose to hold these discussions with you from 3 p.m. onwards in the afternoons on Monday, the 17th and Tuesday, the 18th October, 1960. My staff would come to your office about a week in advance . . . I hope the dates (17th & 18th) mentioned above are convenient to you.” The dates mentioned by the Chief Secretary did not suit the Commissioner and at the latter’s suggestion the dates were fixed on October 31 and November 1, 1960.

On October 8, 1960, the Assistant Secretary (G.A.D.) wrote to Assistant Commissioner, Bombay Division saying that he along with three members of the O. & M. Section would be reaching his office on October 24th and be there till October 28, 1960, for the inspection work. He also attached a questionnaire along with his letter requesting him that the statistical information on the lines of the questionnaire be compiled and kept ready (for questionnaire, see Appendix ‘J’).

On the finalisation of the dates, the Assistant Commissioner (Revenue) issued a Memorandum to all Branches which read:

"The inspection of this office will be taken up by the O.&M. Section of G.A.D. from 24th October onwards. The requisite information as indicated in the attached proforma should be compiled and furnished to the H.R.S. immediately and in any case before October 17, under intimation to this Branch. . .The C.S. will discuss the note with the Commissioner on 31st October and 1st November, 1960."

On the due date the Chief Secretary reached the office of the Commissioner, Bombay Division, and processed and checked the statistical and factual information collected by the team of the O. & M. Section. He took a round of the office along with the Commissioner and looked into the seating arrangements and the working of various Sections. During the course of inspection he held detailed discussion with the Commissioner and Assistant Commissioners, and finally dictated the note which ran into 15 typed pages which was divided under the following headings:

Introductory, Organisational set-up, Procedure for the receipt of "Tapal" and its distribution, Distribution of work among officers, Work-load in office, Position of arrears, Daf-tar inspections, Time and Motion Study of Selected Cases, Typing arrangements, Inspection by Commissioner, Progress of Expenditure on Planning and Development Schemes, Minutes of meetings of Commissioners with Secretaries, Internal delegation of powers by the Commissioner, Lay-out of the office, Furniture, Visitors, Filing system, Standing Orders, Files, Records and Library arrangements, Telephone arrangements, Canteen arrangements, Transfers of officers, and Summary of suggestions.

The copies of the inspection report were sent to the Commissioner, Bombay Division, for necessary action and to the Revenue Minister and the Chief Minister for information.

The Commissioner's office received the copy on November 26, 1960, and the same day the Commissioner wrote on it

“Quick action should be taken for implementation of the suggestions”. On February 25, 1961, the compliance report was sent from the Commissioner's office to the Chief Secretary. However, certain matters like the “evolution of a form of inspection” took longer time and the file moved on till March 16, 1962, when it was closed.

CHAPTER FIVE

HORIZONTAL INSPECTIONS

The District is the hub of administration of the State Government and as such it functions as a sort of sub-capital where the district headquarters of the various technical Departments are located. The Heads of such Departments are technical persons who are directly responsible to the respective Heads of Departments at the State headquarters. The number of such Departments and their nomenclature differ from State to State but the following is a representative list :

Department	District Head of the Department
1. Revenue and General Administration.	Collector
2. Registration	Collector
3. Police	Superintendent of Police
4. Excise	Superintendent of Excise or District Excise Officer
5. Medical	Civil Surgeon or District Medical Officer
6. Public Health	Health Officer
7. Public Works	Executive Engineer
8. Forest	District Forest Officer
9. Education	Inspector of Schools or District Educational Officer
10. Agriculture	District Agricultural Officer
11. Co-operation	Assistant/Deputy Registrar of Co-operative Societies
12. Veterinary	Veterinary Officer
13. Backward Classes	Backward Classes Welfare Officer
14. Industries	District Industries Officer
15. Judicial	District Judge

Department	District Head of the Department
16. Publicity/Information	Publicity/Information Officer
17. Planning	District Planning Officer

The relationship between the Collector and these Heads has always been a difficult problem in district administration. In course of time, these Departments have tended to get independent of the control and authority of the Collector. Two reasons have been mainly responsible for it. Firstly, each of these technical Departments is under the charge of an independent Minister who, naturally, dislikes interference from outsiders in the matters pertaining to his Department. Secondly, as these Departmental Heads are specialists, they usually have a distrust of the generalist Collector and look askance at any attempt by the latter to intervene in their affairs. Thus, in theory, these Heads are completely independent of the Collector. In practice, however, the Collector is free to visit any such office, offer his suggestions, and write to the Head of the Department about any employee of the Department in the District. After all, it has to be admitted that the only person who can bring about some sort of co-ordination in the working of these Departments is the Collector. Besides, these Departmental Heads have to depend on the goodwill and good offices of the Collector in a hundred and one ways, for example, in matters like land acquisition, law and order, transport, public relations, visits of V.I.Ps., emergencies like flood, fire, etc. Above all, the Collector is the representative of the Government in the District, and, what is more, he also represents public interest in a more comprehensive sense than other Departmental officers. Thus, the latter find it in their own interest to keep the Collector in good humour. The Collector is, thus, easily *primus-inter-pares* or the captain of the team.

Despite this distinctive role of the Collector, the fact remains that he has no right to inspect the offices and field establishments of other Departments either in U.P. or Madras. In Maharashtra, however, there has been introduced recently the system of what are known as "Co-ordination Inspections".

MAHARASHTRA

The Collector

After Independence, when the Government started the work of development and planning in right earnest, the Government of Maharashtra issued orders in June 1949, and subsequently in October 1952, to appoint Collectors as co-ordinating and directing authority in the Districts. In that capacity the Collectors used to hold monthly meetings of the various heads of offices in their Districts for the purpose of directing and co-ordinating their work. These meetings, on the whole, proved useful in expediting disposal of cases in which a number of Departments were involved. With the increase in the tempo of developmental activities, the functions of Collectors, as general development officers, were also increased, and for the proper discharge of this function, the Government expected the Collectors not only to make full use of the monthly co-ordinating meetings but also to pay co-ordination visits at individual level to the various district offices.

In September 1954, the Government set up an Inspection and Organisation and Methods Section under the administrative control of the Special Secretary to Government in the Political and Services Department. This Section was created with the object of adapting the administrative machinery of the State to the changed conditions and to gear it up for speedier action. At the instance of this Section, an Inspection Team of three Secretaries to the Government, *viz.*, Secretary, Revenue Department, Secretary (Planning), Political and Services Department, and Special Secretary, Political and Services Department, inspected most of the district offices and gave many suggestions with a view to avoiding delay in particular and improving office procedure in general. The interval between two such inspections was bound to be long, and it was difficult for the Government to ascertain the results of such inspections done from an "O. & M." angle. Besides, the Inspection and Organisation and Methods Section had also conducted certain experiments and made some investigations at the headquarters, and the result of such investigations had

a bearing on the working of the "mofussil" offices. To disseminate the information collected at headquarters and to watch compliance with the suggestions made by the Inspecting Secretaries, it was considered imperative to have a representative of the Inspection and Organisation and Methods Section in each District of the State.

Accordingly, on August 27, 1955, the Government, after careful consideration, authorised the Collectors to pay co-ordination visits to other offices in their Districts and nominated them as representatives of the Inspection and Organisation and Methods Section.¹ The Government issued the following instructions for their guidance :

"(i) The inspection should be done by the Collector himself and not through any of his staff. If, in the course of inspection or otherwise, any case studies are required to be made, the Collector should obtain the relevant papers and get them made but he should not depute his representative to the offices concerned to scrutinise the papers;

(ii) The frequency of inspection should be left to the Collector's discretion but the authority vested in him should not be left completely unexercised;

(iii) The inspection should aim at co-ordination, steps to be taken to avoid delay and such matters of general administration, technical inspection being left to be done by the appropriate Departmental Heads; and

(iv) Copies of inspection notes drawn by the Collector should be submitted to Government in Political and Services Department (Organisation and Methods Section)."

The Government stressed that the attitude displayed during these inspections should be one of rendering assistance rather than of finding faults. It also directed the Collectors that for a proper appreciation of the object and to get initiated in the "O. & M." techniques, they should accompany the Special Secretary to Government whenever he inspects the offices in the Districts. The Collectors submit the inspection reports

¹ Vide Circular No. CDR. 1055-D, Sachivalaya, 27th August, 1955, Government of Bombay.

to the Special Secretary to Government, Political and Services Departments, with copies to the Administrative Department of the Secretariat and the Head of the Department concerned. It is the Head of the Department concerned who takes action on the reports and ensures their compliance, where necessary.

Seeing that the Collectors were not doing sufficient co-ordination inspections of offices, other than revenue, even though the frequency of such inspections was left to the discretion of each Collector, the Government issued a circular² in October 1959 requesting the Collectors that "this authority to inspect other offices by paying co-ordination visits should not be left unexercised . . . (and they should) undertake a few such inspections every year in future". At this time, the Government also devised a proforma for such inspections to be made by the Collectors (for proforma, see Appendix 'K'). The following case will throw some light on the process of such inspections:

On May 24, 1961, the Collector of Nasik sent a letter to the Executive Engineer (B&C) Division, Nasik, saying that "in accordance with Government Circular of August 27, 1955, I intend to pay co-ordination visit to your office on June 2, 1961". According to his programme, the Collector visited the Executive Engineer's office and discussed the working of the office with him. He personally filled the proforma after ascertaining the information and recorded a note on the working of the stores. Besides, he also demanded two statements (1) showing the strength of the office as it existed, and (2) showing the number of references received, disposed and pending during May 1961, pertaining to the tables of one clerk from Accounts Branch and one clerk from Correspondence Branch, as sample figures. These two statements were sent from the Executive Engineer's office on June 5, 1961, to the Collector, Nasik. On July 7, 1961, the Collector's office sent the inspection report to the Executive Engineer for

² Circular No. INS-2259 (O&M)-B, Sachivalaya, 27th October, 1959, Government of Bombay.

information and necessary action. Copies of this report were also endorsed to (1) the Government in the Political and Services Department (O. & M. Section), (2) the Government in General Administration Department and (3) the Superintending Engineer, Nasik (B&C) Circle, for information. On July 13, 1961, the Executive Engineer replied to the Collector, Nasik, saying that he had received the inspection report and necessary action would be taken.

The Commissioner

Similarly, the supervision of and control over the working of revenue offices in particular, and general inspection of offices of all other Departments within the Division, is a function devolved on the Divisional Commissioners. However, the general inspection of the offices of other Departments by the Commissioners, besides dealing with all "O. & M." matters, is made specifically with a view to raising standard of efficiency and co-ordinating the activities of different Departments at the Divisional level. These inspection reports are submitted by them to the Special Secretary to Government in the Political and Services Department, with copies to the Administrative Department of the Secretariat and the Heads of the Departments concerned. It is the latter who take the necessary action and ensure compliance with them where necessary. The Government has also drawn a questionnaire for the inspection of Government offices, other than revenue, by the Commissioners (for details, see Appendix 'L').

It was, however, observed by the Government that till August 1960, no reports regarding such inspections were received by the O. & M. Section. The Government, therefore, issued a circular³ on August 17, 1960, regarding the frequency of these inspections, requesting the Commissioners to undertake as many such inspections as possible in future, and to send the copies of the inspection reports drawn by them to the Heads of the Departments concerned and the respective Administrative Departments in the Secretariat, immediately after

³ Circular No. INS. 2460-O. & M., Sachivalaya, 17th August, 1960, Government of Maharashtra.

every such inspection. Besides, the Commissioners were requested to send a return, every quarter ending June 30, September 30, December 31, and March 31, indicating the number of such inspections carried out by them to the O. & M. Section of the General Administration Department.

As a result of these co-ordination inspections made by the Collectors and Commissioners, it was revealed that in many District and Divisional offices even the basic steps regarding the Organisation and Methods work, such as maintenance of work-sheets and preparation of weekly arrear lists had not been taken up. Hence, the Government issued instructions to all Heads of Departments/Offices to ensure that clerks who dealt with correspondence work should maintain work-sheets in which entries of communications passed on to them for further action should be made daily and that arrears lists should be prepared and submitted by them at the end of every week. Similar instructions regarding prompt disposal of (1) official correspondence, (2) complaints and requests from members of public, and (3) Legislative Assembly and Council questions, were also issued by the Government as a result of these inspections. Certain proformas were also devised and prescribed by the Government to bring uniformity in all the offices regarding procedure of work.

UTTAR PRADESH

The Collector

In Uttar Pradesh the Collector does not have any power to inspect other District offices as in Maharashtra. He, however, is closely connected with a number of Departments as follows:

Civil Administration.—The Head of the civil and criminal administration in the District is the Collector and District Magistrate who is assisted by a number of officers. Though the Superintendent of Police is not technically subordinate to him, his position is secondary to that of the District Magistrate. The District Jail is usually under the charge of a part-time Superintendent who is the Civil Surgeon of the District; but in case of large Districts, it is run by a whole-time

Superintendent. In either case, the District Magistrate is required to inspect the jail at least once a month to look into the administration of the jail, besides finding out the reasons for undue detention of the undertrials. In case any convict escapes from the jail, the D.M. makes an enquiry in the matter.

Maintenance of law and order.—In order to keep a careful watch on the general crime situation in the District, the D.M. receives reports and returns, the more important of which are as follows:

- (i) First information reports of all serious crimes are received by the D.M. and continuation sheets are also submitted to him as the investigation proceeds. He is, thus, in a position to guide investigation as well as to pull up the officers concerned in case he finds that things are not going right.
- (ii) Daily reports are submitted by the Public Prosecutor in respect of convictions and acquittals in order to keep the D.M. posted in respect of the disposal of cases, and the adequacy or otherwise of sentences awarded.
- (iii) A detailed fortnightly crime report is prepared by the Superintendent of Police and submitted to him, giving particulars of the crimes detected during the fortnight, the progress of investigation and other matters touching upon law and order, and the extent of touring undertaken by the S.P. as well as his deputies.

In the case of Station Officers of police stations, transfers or postings cannot be made without consulting the D.M. Arms licences are issued by the D.M. in case of guns and rifles; licences for revolvers and pistols are issued on his recommendation by the Divisional Commissioner. For the administration of Criminal and Revenue Law, authority vests in the District Magistrate, other Magistrates and Assistant Collectors subordinate to him.

Revenue Administration.—Land Revenue paid by "bhumi-dhars", as well as "sirdars" is collected by the Collector. Actual work of collection is done by "amins", whose

work is supervised by Collection Naib-Tahsildars who are under the overall supervision of Tahsildars. In order to prepare returns, as well as to ensure that collection is progressing smoothly, there is a District Collection Officer who works in respect of this duty as the staff officer of the Collector. Dues of Departments also, such as income-tax, sales tax and sugarcane cess are collected by the Collector on receipt of certificates from the official authorised to issue them. In such cases the amount is realised as arrears of land revenue, i.e., by the adoption of coercive process if need be. In addition to land revenue, Large Land Holdings Tax/Agricultural Income Tax is also levied on holdings the area of which exceeds 30 acres and the income on which is more than Rs. 3,000. The work of the assessment of Large Land Holdings Tax/Agricultural Income Tax is done by the Sub-Divisional Magistrates and the collection is undertaken through the same agency as for land revenue. The Collector also works as Land Acquisition Officer and acquires land under the Land Acquisition Act whenever a request is made to him by some Government Department, after satisfying that the acquisition of land is necessary in the interest of Government or the public institution concerned.

Administration and collection of excise duty is also done by the Collector. He sees to it that excise shops are auctioned, that the licencees observe rules in the matter of sale as well as timings and further that preventive action to check illicit sale or distillation is undertaken.

In order to assist the peasantry to tide over difficult situations or in the wake of agricultural calamities, agricultural loans are advanced to them both for seed and agricultural implements. These loans are known as "taccavi" and the work of the administration of the loan, its advance and its collection is also the duty of the Collector. In the event of floods or other agricultural calamities, gratuitous relief is also provided to destitutes.

Planning and Development.—The representatives of the Agriculture Department, Cane Co-operative and Panchayat

Raj Department, Industries and Harijan Sahayak Department are at the district level under the administrative and functional control of the District Officer. There is usually a District Cane Officer who co-ordinates the activities of Cane Co-operative Societies and sugar factories, ensures that allotment of areas to sugar factories is fair, that outlet is available for a reasonable quantity of the cane produce and that an even balance is maintained between growers as well as factories. In addition to this, he is responsible for ensuring that the amounts raised by the Co-operative Societies are properly utilised for the benefit of the growers and co-ordinating activities of road making, maintenance of seed stores and similar other enterprises with those of other Departments created under the Planning and Development organisation in the District. The District Co-operative Officer, Panchayat Raj Officer, Agricultural Officer, Industries Officer, Livestock Officer and Harijan Sahayak Officer all have to work under the Collector who is assisted in this work by an Additional District Magistrate (Planning) or a District Planning Officer. In addition to these duties as well as those relating to non-Block areas and the organisation of Development Blocks, he has also to undertake raising of loans as well as securing investments in small savings.

Local Self-Government.—Till recently there used to be usually a District Board for each District run by elected members with a President. The Board was responsible for primary as well as lower secondary education in the District, maintenance of some of the roads and for sanitation in rural areas. In matters of appointment of staff, preparation and sanction of budget, as well as the execution of items of work subsidised by Government, the D.M. was intimately associated with the activities of the District Board. The District Boards have, however, been recently replaced by Antarim Zila Parishads and the Collector's powers in this respect have been consequently modified. The control of the Collector over the Municipal Committees, however, has remained unaffected.

Subsidiary Departments.—(1) *Election*. With the advent of democracy, periodical elections are a permanent feature

and a quasi-permanent organization has to be maintained which is extended on a very large scale when elections are held. Correction and revision of electoral rolls is done during the interim period, and a year or so before the elections are scheduled, official machinery has to be geared up and equipment renovated, polling stations fixed, arrangements for the staff developed and the work carried through.

(2) *Supply and Control* : Even now restrictions exist in respect of the import or export of certain commodities, and the D.M., assisted by the District Supply Officer, ensures that the necessary controls are observed. For instance, cement is received only through him by the agents importing it and it is distributed by him. Coal, salt, tin and steel are also received through the D.M., i.e., the consignments are endorsed to him and with varying restrictions he also controls their distribution. The sale of imported foodgrains, particularly wheat, is conducted almost in all Districts for certain lean periods of the year under the supervision and control of the Collector.

(3) *Relief and Rehabilitation* :—Most of the work relating to refugees has now gone under the direct control of the Government of India, but items concerning relief, payment of maintenance allowances, setting up of buildings or their disposal are still undertaken by the Collector. He is also the Additional Settlement Commissioner for the purpose of the disposal of property and buildings and the settlement of claims. He works also as the Deputy Custodian of Evacuee property.

(4) *Information Department* : There is a District Information Officer assisted by one or two others and he helps the Collector in conducting publicity of Government schemes, mainly those relating to the Plan.

The Commissioner

Coming to the level next above the District, viz., the Division, we find that the Commissioner in U.P. has more supervisory and controlling authority over the departmental chiefs at the

Division level than is the case with the Collector. In the course of his tours it is the responsibility of the Commissioner to ascertain that all the Departments of Government in his Division are functioning satisfactorily and in accordance with Government orders and, where necessary, he guides and advises officers in charge of the various Departments in the Districts and the Division in the removal of defects and bottlenecks and in the solution of difficult problems. For this purpose he calls quarterly meetings of all the Heads of Departments within his Division. It is also his duty to ensure that friction between officer and officer, or Department and Department, is not allowed to interfere with the efficiency of administration. Heads of Departments secure his help in resolving similar problems and direct their district and regional officers to maintain necessary contacts with the Commissioner and seek his advice in respect of such matters.⁴

It is also the responsibility of Commissioners to watch, in the course of their tours, whether the administration of every Department of Government is clean and efficient, and that the conduct and behaviour of all officers towards the public is satisfactory and such as is calculated to promote amity, goodwill and cordiality between the officials and various sections of public and evoke healthy public response towards the activities of Government Departments. They, in particular, watch whether the public are attended to courteously and promptly in every Government office. In brief, it is one of the special responsibilities of Commissioners to see that a change of spirit in keeping with the needs and ideas of democracy is brought about everywhere in the transaction of public business and the conduct of public servants. However, he has no authority to pay co-ordination visits on the Maharashtra model to other Departmental offices.

MADRAS

The Collector

It need hardly be emphasised that the Collector occupies a cardinal position in the administration of a District. He is

⁴ G. O. No. 5687/II-A-523-1954, September 15, 1954, Government of U.P.

the local representative of the Government ; he is the head of the Revenue Department; he is the executive District Magistrate; and he keeps in general touch with the working of all the Departments in the District. In brief, the keynote of district administration is that the Collector should be in personal touch with all aspects of work and that every aspect carries his own imprint. The various Departmental Heads at the district level in Madras are : the Executive Engineer of Public Works Department, the Superintendent of Police, the District Veterinary Officer, the District Educational Officer, the District Agricultural Officer, the District Registrar, the Deputy Registrar of Co-operative Societies, the Divisional Engineer of Highways ; the District Forest Officer ; and the Commercial Tax Officer, and the Collector is the person responsible for co-ordination and guidance of all of them. With the increasing shift of emphasis to developmental activities, the Collector has been made the *ex-officio* President of the District Development Council where all the above District Heads of Departments are represented.

The Collector writes the confidential reports of the above officers. However, till 1955, there were a few Departmental officers regarding whom the Collector was not empowered to write confidential reports. In this connection the Report of the District Revenue Administration Enquiry Committee had suggested that "the Collector may be required to write annual confidential reports on all the remaining Departmental officers of District level . . . who are connected with developmental activities".⁵ The authority of the Collector to write confidential reports has since been extended to cover all the Departmental officers at the district level, including even the Superintendent of Police. This naturally ensures that so far as these officers are concerned, it is very unlikely that co-operation from them at any time will be lacking.

The importance of the co-ordination role of the Collector's authority *vis-a-vis* the officers of other Departments was

⁵ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, para. 177, p. 70.

realised by the Government of Madras as early as May, 1952, when the Government issued instructions to all the Collectors and the Revenue Divisional Officers "to see that not only their own Departments work efficiently, but also that all other Departments in the District administer their charges efficiently".⁶ Thus, the general authority of the District Collectors and the Revenue Divisional Officers was restored, as in the olden days subject to the expert advice of other Departments and their officers; and it was expected of them to take personal interest in the working of other Departments and assert their responsibility, and to bring to the notice of the Government, through the Board of Revenue, if there were any lapses noticed by them.

With the advent of Community Projects and the National Extension Service Schemes, the Collector has been made the leader of the team of officers working in the District and is expected to co-ordinate the activities of the various Departments so that there is an integrated development of the District as a whole. The Government, in this respect, has requested the Heads of Departments "to issue suitable instructions to their District Officers (Staff) to keep themselves in close contact with the Collectors . . . and to bring up to the Collector any delay or difficulties in their execution with suggestions for overcoming them".⁷

With a view to maximising the efficiency of the district administration, the Government of Madras issued its latest instructions in September 1958, to the effect that "the Collector and Revenue Divisional Officers should see that there is full co-operation among various Departments operating in their areas. The Collectors and the Revenue Divisional Officers have been requested to take personal interest in the working of other Departments in their Districts and assert their responsibility, and if there is any lapse noticed by them, or if there is anything that they think should be done in the interest of the

⁶ Memorandum No. 2069/52-1, Public (Services) Department, Government of Madras, May 5, 1952.

⁷ Government Order Ms. No. 1260, Public (Rural Development Projects), Government of Madras, August 3, 1954.

people, they should freely make their suggestions to Government through the Board of Revenue".⁸ Thus, the Collector is the acknowledged head of the District and he extends his whole-hearted co-operation to make the development schemes a success.

⁸ Government Order Ms. No. 2643, Public (Services-C) Department, Government of Madras, September 30, 1958.

CHAPTER SIX

INSPECTION BY EXTERNAL AGENCIES

So far we have been concerned with the internal inspections by the officers of their own offices; vertical inspections by the superior authorities coming from the State Headquarters, the Board of Revenue, or the Divisions; and horizontal inspections by the Collectors and the Commissioners of the offices of other Departments at their own levels, as in Maharashtra. There is yet another system of inspection by an external, separate and independent agency, within the Government, but outside the regular revenue hierarchy, charged with inspection work. This chapter is devoted to a discussion of such agencies in different States.

UTTAR PRADESH

Origin

In Uttar Pradesh, prior to the setting up of the Inspectorate of Government Offices in 1923, the Heads of Departments themselves used to inspect their offices without outside assistance; and, at the district level, there used to be a General Superintendent and two junior clerks attached to the Collectorate to inspect the District offices. Though the heads of the offices were considered quite competent to carry out inspections themselves, it was recognised by the Government that they had other more important duties to attend to which left them with little or no leisure for inspection work. Secondly, the Government also desired to establish an independent inspecting agency which, besides being a co-ordinating body, might also bring about uniformity of procedure of work amongst all the offices of the State. And, finally, the Government realised that there was much unnecessary clerical labour, wasteful expenditure on establishment, stationery, postal charges and forms which could be avoided, and the whole system of administration

could be improved by an organisation which could do systematic inspection. With these ends in view, the Government set up an Inspectorate of Government Offices¹ on April 1, 1923, under the general administrative control of the Finance Department with headquarters at Allahabad. With the establishment of the Inspectorate, the posts of the General Superintendents of the Collectorates and their two assistants were abolished, and the savings effected as a result of the abolition of these posts from each of the then 48 districts of U.P. were utilized to finance the Inspectorate.²

Organisation

The new organisation started with one Chief Inspector, who was at that time Assistant Secretary in the Department of Finance, and four Inspectors (later on the number was increased to seven). The Inspectors were recruited from amongst the experienced retrenched General Superintendents of the Collectorates. In 1932, as a measure of economy, the Government amalgamated the post of the Junior Secretary, Board of Revenue and the Chief Inspector of Stamps along with that of the Chief Inspector of Government Offices. Later on, the post of the Inspector-General of Registration was also amalgamated with it.

In 1954, the Disciplinary Proceedings Inquiry Committee, set up by the Government of U.P., noted in its report that "The Inspectorate itself is a weak organisation. The Chief Inspector of Offices holds three other offices, those of the Inspector-General of Registration, the Inspector-General of Stamps and the Junior Secretary, Board of Revenue; with a band of seven subordinate Inspectors, he is charged with the responsibility of inspecting some 2,000 offices of the State Govern-

¹ *vide* letter from E. A. H. Blunt, Finance Secretary, to all Heads of Departments, No. C-1923/X-402, dated Allahabad, the 4th May, 1923. *Office Manual of the Inspectorate of Government Offices, U.P.*, Allahabad, 1959, p. 65.

² "The cost of the new Inspectorate represents only a small slice out of the large savings effected last year in the cost of district office establishments..." *Annual Report, The Inspectorate of Government Offices, U.P.*, Allahabad, 1923, p. 30.

ment and also of examining all proposals for the increase of staff in them".³ The Committee recommended the strengthening of the Inspectorate. In pursuance of this recommendation, the Government decided that there should be a whole-time Chief Inspector of Government Offices who should be under the Chief Secretary. This change was effected at the time of the creation of the Organisation and Methods Division in October 1955, when the Inspectorate was made a part of the O. & M. Division and was placed under the Commissioner for Reorganisation in the Chief Secretary's Branch.⁴ The Chief Inspector is the head of the Inspectorate, and is responsible to the Government. for the carrying out of objects for which the Inspectorate was created. At the same time the number of Inspectors was increased to 14; they were made gazetted officers, and their recruitment was thrown open also to other Departments. However, the number of these posts was reduced from 14 to 11 in 1961.

Today the State is divided into eleven Circles, each Circle with an Inspector who is in charge of an area consisting of four to six Districts, and is responsible for the inspection of all Government offices in his Circle. He is assisted by a camp clerk. His headquarters are usually at the headquarters of the Division and he keeps the Commissioner of the Division properly informed about the state of affairs of the various offices of his Circle. The Inspectors have gazetted status since 1957, and are in the grade of Rs. 300—25—450. They are selected by the U.P. Public Service Commission out of the candidates selected by the Departmental Selection Committee consisting of the Finance Secretary, the Revenue Secretary and the Chief Inspector of Offices on the recommendations of the Commissioners of Divisions and Heads of Departments. Till recently, the panels were confined to senior Office Superintendents in the Collectorate, but now the selection has been thrown wide open to include all other offices.

³ Report of the Disciplinary Proceedings Inquiry Committee, Government of Uttar Pradesh, 1954, pp. 29-30.

⁴ Office Memorandum No. AST-2063/X-444/1955, dated Lucknow, October 28, 1955, Office Manual, *op.cit.*, p. 64.

One Inspector, attached to the headquarters office of the Inspectorate, is known by the designation of Inspector Superintendent, and gets Rs. 50 per month more as special pay for assisting the Chief Inspector in his work. The headquarters staff, besides, includes a Head Clerk, a Senior Inspection Reviewer and three Inspection Reviewers.

Functions

Along with changes in the structuring of the Inspectorate, there have come about changes in the scope of its activities as well. Till 1955, the functions of the Inspectorate were to carry out periodical inspections on the lines laid down by the Chief Inspector of every office in the State, including the Secretariat offices, offices of the Heads of Departments, Divisional Commissioner's offices, Forest offices, all offices at the District headquarters and Tahsil offices.

The Disciplinary Proceedings Committee, in its Report of 1954, admitted the necessity for an independent outside agency for inspection but recommended a change in the nature of its functions. The change was effected in October, 1955, when the Inspectorate of Offices was placed under the Commissioner for Reorganization in the Chief Secretary's Branch and a whole-time Chief Inspector of Government Offices was appointed. In addition to the routine inspections, the work of putting the principles of Organization and Methods into operation was also entrusted to the Inspectorate by Government and it has been increasingly associated with the reorganization of the various offices and Departments, examining the cases for additional staff, gazetted and non-gazetted, in the various Departments. Government has also depended on the recommendations of the Inspectorate when converting certain temporary posts into permanent ones. The main functions of the Inspectorate today may be summarised as follows:

As before, the Inspectorate continues to carry out periodical inspections of Government offices of which there are nearly 4,000 in the whole State. In the course of their inspections,

the Inspectors are required to give particular attention to the following matters:⁵

- (a) due observation of all instructions issued for the conduct of work;
- (b) simplification and reduction of clerical labour;
- (c) adoption of direct in place of circuitous methods of work;
- (d) comparison of statistics of work and the existence of important variations from the accepted standards;
- (e) nature of all returns and receipts;
- (f) removal of unnecessary forms;
- (g) modification of forms with a view to the saving of labour and paper;
- (h) eradication of multiple checks and unnecessary duplication of work;
- (i) extravagance in the use of forms and stationery, postage labels and telegrams; and
- (j) collection and sale of waste paper and other waste material.

In respect of the above, it is the duty of the Inspector to seek for improvements, to take all necessary steps to bring them into effect and to help the clerks in adopting them. The role of the Inspectors is not so much to find fault and criticise as to advise and assist. Inspection notes are expected to concentrate on essentials. Minor defects are rectified by personal discussion with the Head of the Office, and are not mentioned in the note. The aim of inspection is merely to focus the attention of the Head of the Office on all substantial defects in the working of the office, and it is left to him to carry out a detailed probe in the directions indicated by the Inspector.

Regular inspection of Treasury Offices is at present excluded from the purview of the Inspectorate. The Inspectors are

⁵ G.O. No. C-1923/X-402, Allahabad, the 4th May, 1923, Office Manual, *op. cit.*, p. 66.

also forbidden from inspecting the character rolls and similar other confidential records of the offices inspected.

Besides carrying out periodical inspections of the various offices of the State, the Inspectorate has been entrusted with certain other duties. Thus, the Government has specifically entrusted to the Inspectorate certain duties in regard to travelling allowance bills and other accounts matters. If any irregularity is found in these matters, it is the duty of the Inspector to report it to the immediate superior of the official concerned. In case the latter fails to take adequate action, the matter may be reported to the Department concerned. In regard to serious financial irregularities, such as a fraud or an embezzlement or an infringement of financial rules, a report by the Chief Inspector is sent to the Accountant-General for necessary action.

Another important function of the Inspectorate is to examine the work-load and the adequacy of staff in various offices. Such an enquiry can be taken up only at the instance of Government. In no case can the Inspectors take up such enquiries unless specifically instructed by the Chief Inspector. The procedure is that the Heads of Departments make a preliminary enquiry in such cases in order to satisfy themselves whether extra staff is or is not justified. In cases where they are so satisfied, they submit their recommendations to the Secretariat Department concerned, together with a full statement. The latter then considers such recommendations and refers only such cases to the Inspectorate as call for examination. The number of such enquiries has been on the increase.⁶ While assessing the number of posts actually required, the Inspectors examine the work-load in the context of the load in a base year and increase of load in subsequent years as well as the simplification of procedures, records and returns. The reports submitted by the Inspectors are reviewed by the

⁶ "The Inspectorate visited 402 offices during the year under report in connection with 71 special staff enquiries, as against 142 offices for 51 special staff enquiries during the preceding year." Extracts from the *Annual Report* of the Inspectorate of Government Offices, U.P., for 1958-59, p. 2.

Inspector Superintendent or the Chief Inspector, and the final report is sent to the administrative Department by the Chief Inspector. It is not for the Inspectors to indicate in their inspection notes that a particular office is understaffed or requires additional staff. In fact, they are enjoined to avoid such remarks. If, however, an Inspector finds during the course of inspection that there is surplus staff in any office, he can make his recommendation in a separate note to the Head of the Office, with a copy to the Chief Inspector for information and necessary action.

The last and the most important function of the Inspectorate is its O. & M. role. The Inspectorate is required to extend its help to the Heads of various Departments in framing rules and regulations relating to office procedure and schedules for weeding out records. References are also received by the Inspectorate for clarification and interpretation of rules and regulations. Such references are dealt with at the headquarters of the Inspectorate. The Inspectorate is further charged with the responsibility of securing the successful implementation of the orders of the Reorganisation Department with regard to organisational and procedural changes in offices.

Process

The Inspectors are ordinarily expected to inspect not less than ten offices in a month which should include a fair portion of bigger offices also. Each Inspector keeps a roster of offices in his circle with dates of inspection of each office up-to-date. This helps the Inspector in ensuring that no office is left out or becomes overdue for inspection. The Collectorates, the offices of District Judges, and the offices of Superintendents of Police and Civil Surgeons are inspected annually, while other offices and courts at the district level are inspected by rotation, and the programme is so arranged that all offices at District headquarters are inspected at least once in two years. The offices of the Heads of Departments are inspected every alternate year, and the Tahsil offices and other offices located at the Tahsil headquarters by rotation at least once in three years.

The Inspectors carefully study the Departmental Manual of the office which they propose to visit. In addition, they also keep in view certain instructions of general applicability contained in various reference books and orders received from time to time. While the Inspectors are required to pay particular attention to the due observance of rules, simplification of work, uniformity of methods, and introduction of new ideas of office management and procedure, they are also required to ensure that there is no wastage of contingent expenditure in any Department.

The Inspectors ordinarily send formal intimation of inspection to the Head of the Office concerned at least a week before the date of their proposed visit, but they are free to make visits without prior intimation for making special enquiries. Since inspections based on questionnaires generally tend to restrict the free exercise of the inspecting officer's initiative and intelligence, no questionnaires have been drawn up for inspections done by the Inspectors. They are free to use their discretion while inspecting offices and follow the instructions issued to them by the Chief Inspector from time to time. The Inspectors look into details in all important matters relating to office business and procedure but concentrate only on the essentials. They do not point out procedural defects in writing; these they generally explain on the spot to the officer-in-charge and record only major irregularities in the inspection note.

The Inspectors submit their inspection notes within a month's time from the date of their inspections. Four copies of the note are prepared, out of which one is sent to the Head of the Office inspected for necessary action, another to the Head of the Department concerned, the third to the Chief Inspector, and the fourth copy is retained by the Inspector for his own use. As the Inspectorate is required to submit a monthly report to the Government in the Reorganisation Department, the Inspectors, along with their monthly diary, also send to the Chief Inspector a brief note on important defects and financial irregularities found during the course of inspections, steps suggested to remedy them and the condition of the offices

inspected and the reasons responsible for a particular state of affairs in offices. On receipt of a copy of the inspection note from the Inspector, it is scrutinised carefully by the Inspection Reviewers, and the main points are brought to the notice of the Chief Inspector, or in his absence, the Inspector Superintendent for necessary orders.

A detailed follow-up procedure is provided for to ensure compliance. Ordinarily a brief paragraph-wise 'action taken report' should reach the headquarters office of the Inspectorate within two months of the submission of the inspection note. If such report is not received in time, a reminder under the signature of the Inspector Superintendent is issued to the office concerned. In case the report is delayed beyond one month from the due date, the attention of the Head of the Department is invited by formal letter from the Chief Inspector. On receipt of the compliance or 'action taken' report, the dealing assistant examines para.-wise compliance and places before the Inspector Superintendent controversial points and other important matters for consideration and orders. This officer attempts to secure compliance on disputed points and places before the Chief Inspector such cases where no agreement was forthcoming. The Chief Inspector then takes up these cases with the Head of the Office/Department concerned. In case no agreement is forthcoming even at this level, the Chief Inspector is free to refer the matter to the Government for decision.

The Chief Inspector calls periodical conferences of Inspectors to discuss all outstanding questions and to ensure uniformity of outlook and performance. These conferences are a necessary link between the Chief Inspector and his Inspectors, and provide opportunities to the Inspectors for expressing their views and representing their difficulties. As the Chief Inspector is freely consulted by the Heads of the Departments in matters connected with office management and procedure, he keeps himself fully acquainted and in close touch with every new activity of Government so that he is able to give useful advice on matters referred to him. He himself inspects a few offices of the Heads

of Departments and brings to their notice the special points which in his opinion require to be taken up for improving the efficiency of their respective offices.

Evaluation

If general efficiency has to be improved, there must be an improvement in methods along with improvement in human material. The Inspectorate tries to accomplish this purpose by evolving better procedures of work at a reduced cost. In order to fulfil these purposes, the Chief Inspector and his Inspectors have been given free access to every office under the State Government except the Treasuries. However, even the position of the staff in Treasury offices may be examined by the Inspectors under the specific orders of the Government.

The role of Inspectors in bringing about economy in Government offices is that of experts in management who place their knowledge of rules, regulations and practices at the disposal of Heads of Departments for their guidance. They study carefully the working methods of the offices concerned, suggest simplification of methods, equitable distribution of work among the assistants, elimination of unnecessary returns or reduction in their periodicity, delegation or decentralisation of powers, and more effective and economic ways of office management, where necessary. In brief, the main function of the Inspectorate is to seek for economy and efficiency, to take all steps necessary to bring them into effect, and to assist the office in adopting the above measures. The duty of the Inspectors is "to advise and assist and not merely to criticise and find fault".⁷

The question is often asked as to why there should be a separate and independent Inspectorate. There is a feeling in certain quarters that additional inspections by a separate Inspectorate are redundant, and it is seriously suggested to cut down, if not abolish, the Inspectorate. Even at the time when

⁷ G.O. No. C-1923/X-402, dated Allahabad, the 4th May, 1923, Office Manual, *op. cit.*, p. 66.

the Inspectorate was set up, there was levelled a criticism that the Heads of Offices were quite competent to carry out inspections themselves without outside assistance. Allan Grant, who was largely responsible for the setting up of the Inspectorate and who also was the first Chief Inspector of the Inspectorate, had replied to this criticism in these words: "I claim, indeed, that the value of an outside and independent inspection of our offices has been fully demonstrated and that, bearing in mind the principles involved and the defects which have been brought to light, it would be absurd, almost, to urge the withdrawal of new department as it would be to demand a discountinuation of independent audit".⁸

The Inspectorate, however, needs strengthening. The effectiveness of inspections normally depends on the status and prestige of the inspecting authority. With this end in view, the Chief Inspector of Offices should enjoy the status and emoluments of a Head of Department, which is not the case at present. Giving gazetted status to the Inspectors is a move in the right direction, but the pay scale of Rs. 300—450 hardly befits a gazetted rank and should be revised upwards, preferably equated with Class II grade. At present, the Inspector gets an additional allowance of Rs. 100 per month to cover his travelling and daily allowances. The sum is certainly inadequate to meet the touring expenses for at least 20 days in a month. This amount was fixed at a time when the cost of living was very much cheaper. There is no reason why the Inspector should not get the T.A. (Travelling Allowance) and D.A. (Daily Allowance) like other officers. In a status-conscious society an Inspector travelling third class and staying in the office buildings during his tours can hardly be expected to carry much weight.

The question that arises next is the mode of recruiting the Inspectors. Two essential qualifications for this job are : firstly, experience of the working of the Government offices; and secondly, a forward looking, imaginative and analytical bent of mind. This implies selection on the basis of tested merit

⁸Annual Report, *op. cit.*, 1923, p. 31.

rather than seniority. The existing method of recruitment seeks to follow this pattern. While experience of the working of Government offices is undoubtedly important, the need for training the selected candidates, particularly in O & M work, cannot be over-emphasised. It is a welcome sign that the U.P. Government sent one or two Inspectors and the Chief Inspector himself for training in 1960 in the Work-Study course organised by the Special Reorganisation Unit of the Ministry of Finance at New Delhi. This is, however, only a beginning and all Inspectors have to undergo training in O & M Refresher courses for senior Inspectors should also be arranged to allow fresh winds of change to blow in their minds.

MADRAS

The system of inspection in this State follows the simple model of an office being inspected by an officer belonging to the next higher level, who reports to the level immediately above him. Thus, the administrative agencies at the district level and below it have been covered by the system. However, there has been, till recently, no provision for the inspection of the offices of Heads of Departments, the Secretariat and the Board of Revenue. This lacuna has been sought to be filled in by the recent decision to set up an "inspection unit" in the Public Department. While, generally, administration in these offices had been running smoothly and efficiently, the Government did come across a few cases of inefficiency and slackness in supervision and control. It was, therefore, felt that a system of regular periodical inspection of these offices would reduce the chances of such deterioration and generally tone up their administration. The Government accordingly issued orders on September 8, 1959,⁹ introducing a scheme of periodical inspections by senior officers of the Government of the offices of all Heads of Departments.

Organisation

The work of inspection has been entrusted to a separate

⁹ G.O. Ms. No. 2511, dated 8th September, 1959, Public (Service-C) Department, Government of Madras.

cell in the Public Department under the direct control of the Chief Secretary. The cell has a staff of one Assistant Secretary, three Upper Division Clerks and a typist. However, the Inspection Unit has no inspecting staff of its own and depends for inspections on a panel of high officers drawn from the Secretariat and the Board of Revenue. Initially the panel consisted of the Chief Secretary to Government, two senior Members of the Board of Revenue and two senior Secretaries to the Government; but the strength has since been increased to ten, including the Chief Secretary, four senior Members of the Board and five senior Secretaries to Government.

The members of the panel meet once in six months to allocate the work of inspection among themselves, to work out the programme and to have joint discussions on matters of common interest connected with these inspections. The programme of inspections, as far as possible, is spread over the year and is chalked out keeping in view the convenience of the members of the panel. These inspections cover all the offices once in two years.

Functions

The work in the offices of Heads of Departments, broadly speaking, falls under three categories, viz., (i) administrative, (ii) technical, and (iii) financial. The Inspectorate, however, is concerned mainly with administrative aspects. It does not cover purely financial aspects, like checking of stores and accounts, as this work is already done by the Accountant-General and the Examiner of Local Fund Accounts, except to the extent that it is closely linked with the administrative aspects of the work in the office. Similarly, purely technical matters are not probed into detail by the inspecting officer. But, during the inspection, if any major defects are revealed which call for a more detailed examination into technical details, the inspecting officer can, with the permission of the Government, co-opt a technical officer of sufficient status to assist him in his work. The Government, however, has emphasised the fact that the distinction between the financial, technical and purely

administrative aspects of work in these offices cannot in the very nature of things be a watertight one and that the financial and technical aspects should also be gone into during such inspections, if they are vitally interlinked with the administrative aspects.

The nature and scope of such inspections are, therefore, mainly confined to the administrative aspects, i.e., to study and check up the organisational set-up of the offices; to suggest any changes that are found necessary to secure greater efficiency; to see whether the office is adequately staffed or not; to find out if there is proper financial, technical and administrative delegation of functions by the Heads of Departments; to do a random check of important cases; to check on the realisation of physical and financial targets of Five Year Plans; to see how complaints from the public are dealt with; to enquire into the conduct of office work; and to see whether there has been delay in the disposal of papers. The inspections are carried out on the basis of a questionnaire (Appendix 'M'). In particular, the inspecting officers keep the following points in view:

- (i) While examining the adequacy of the staff in the office of a Head of Department, the inspecting officer considers, in cases where certain sections are over-worked, whether the requisite relief can be given by suitable redistribution of work among the existing staff. The question as to whether there is any scope for retrenchment of staff in the office is also considered.
- (ii) Some typical files among both the categories of cases, viz., those pending for over one year and those for over six months, are scrutinised by the inspecting officer to see how work can be expedited.
- (iii) A few files on a sample basis relating to disciplinary cases against Government servants are scrutinised to see whether the correct procedure has been followed, whether there has been any avoidable delay, and whether the punishment is appropriate.

- (iv) The inspecting officer also studies the material prepared in respect of the normal activities and special schemes of the Department, and examines some of the more important files to ascertain the difficulties, if any, in implementing the schemes and suggests ways to overcome them and also ways to maintain the tempo in the development work of the Department.

Till recently, the jurisdiction of the Inspection Cell covered only the offices of Heads of Departments, and for the inspection of the Departments of Secretariat and the Branches of the Board of Revenue, the Government was thinking of forming an "internal cell" on the lines of the Organisation & Methods Division of the Government of India which could be entrusted with this work. However, after closely examining the matter, the Government entrusted this work to the Inspection Cell itself.¹⁰ Consequently, the panel of senior officers in the Inspection Cell has been enlarged; and now each Department or Branch of the Board is inspected by an officer of the panel other than the one in charge of the particular Department or Branch concerned. This officer, each time, is selected by the Chief Secretary.

These inspections, in their scope, cover the office procedure relating to the maintenance of various registers, distribution of work and disposal of official business. They also check up the organisational set-up of the offices and other changes that are found necessary to secure greater efficiency, adequacy of staff, scrutiny of the various registers and a random check of important cases to see if there has been any avoidable delay in the disposal of papers. The questionnaires have been drawn up by the Government on the lines on which the Departments of the Secretariat or the Branches of the Board of Revenue are inspected (Appendices 'N' and 'O' respectively). These inspections are, thus, mainly on matters of office routine, and the Government specifically mentioned in its Order of September 1, 1960 that "there is

¹⁰ G.O. Ms. No. 1401, dated the 1st September, 1960, Public (Inspections) Department, Government of Madras.

no harm in having an independent check-up on such matters carried out by an officer who may sometimes happen to be junior to the Secretary to Government or Member of the Board of Revenue in charge of the Department or Branch."

Process

Each time a few offices are selected by the Inspectorate staff which fall due for inspection, the Chief Secretary selects the officers out of the panel to carry out the inspections. The Inspectorate staff goes in advance to the office to be inspected and prepares preliminary notes on the basis of the replies to the questionnaire. On the due date, the inspecting officer reaches the office and goes through the preliminary notes prepared by the staff. He then selects a few matters on a sample basis for personal verification and check. The important points arising out of the report are then discussed with the Head of the Department or Branch concerned, and suggestions for improvement are recorded in the inspection report. A summary of the inspection report on the decisions reached is prepared and submitted to the Chief Secretary through the Secretary to Government or the Member of Board of Revenue concerned for review and issue of suitable instructions. The rectification is watched by the administrative Department concerned. A copy of the compliance report is sent to the Inspection Cell by the administrative Department for purposes of record and future inspections. Till the end of June, 1962, the Inspectorate staff had inspected 31 offices of the Heads of Departments and one administrative Department in the Secretariat. No inspection had been carried out of the Branches of the Board of Revenue till that date.¹¹

Evaluation

Thus the Inspection Cell in the Public Department of the Madras Government is materially different from the Inspectorate of Government Offices in U.P. In the first

¹¹ Since the above date, however, all the Branches of the Board, except one, have been inspected.

place, the panel of officers who go for inspection, is constituted of the highest officers of the State Government, while in U.P. there is a regular cadre of Inspectors who occupy a much lower status. Secondly, the Inspection Cell of the Madras State only inspects the top offices of the Government, like the Heads of Departments, the administrative Departments of the Secretariat or the Branches of the Board of Revenue, while the Inspectorate of Government Offices in U.P. inspects any office of the Government located either in the Secretariat or in the field. The latter has, thus, a much wider jurisdiction. Finally, the Madras Inspectorate, unlike U.P., is not only confined to procedural matters and accounts but also discusses matters like planning and development of a particular Department of the State.

MAHARASHTRA

No external and separate agency for inspection on the model of U.P. exists in this State. However, for the last nine years, there has been in existence the Inspection and Organisation and Methods Section under the control of the Chief Secretary. One of the purposes of this unit is to carry out and arrange inspections of Government offices at the Secretariat, Heads of Departments, Divisional and District levels.

Till 1954, no system existed in this State for the inspection of offices of the Heads of Departments and the administrative Departments in the Secretariat. However, in September of that year, the Government set up an Inspection and Organisation and Methods Section under the control of the Special Secretary to Government in the Political and Services Department. This Section was created with the object of adapting the administrative machinery of the State to the changed conditions and to gear it up for speedier action. Hence, the activities of the Section aim at general inspection of all offices with a view to improving the administrative efficiency and initiating and sustaining a concerted effort to ensure elimination of avoidable delays at all stages leading to quick disposal of business.

Organisation

The Inspection and Organisation and Methods Section, as pointed out above, was placed under the Special Secretary in the Political and Services Department who was assisted by an Assistant Secretary and a small complement of office staff consisting of one Superintendent, one senior assistant, one clerk and one typist.

Soon it was realised that in a vast and growing organisation like that of a Government, it was necessary to devise a system which would spread a simultaneous effort for efficiency over as wide an area as possible. It was also felt that such efficiency could not be attained or maintained unless the main effort came from within each department/office, or the operating agency built up sufficient interest and competency to provide its own O & M unit. A separate officer was, therefore, appointed in each department of the Secretariat towards the end of 1958, who was entrusted with O & M work. These officers are of the rank of Under/Assistant Secretary and are generally assisted by one or two Assistants drawn from the normal strength of the Departments. The O & M cells were also set up in the offices of Heads of Departments during the year 1958-59 to introduce O & M practices in the non-Secretariat offices. These officers are required to attend to the problems pertaining generally to speed and efficiency of their offices and to evolve their own solutions. They keep in touch with the central O & M Section and work under its guidance. Even at the District level, the Collectors were nominated as representatives of the O & M Section in 1955. However, on May 15, 1960, when the new Maharashtra State came into being, the Inspection and Organisation and Methods Section was placed in the charge of Deputy Secretary (Services) in the General Administration Department. The posts of Assistant Secretary and four members of the Section were continued.

Process

From the very beginning, the importance of inspection in any planned drive for efficiency was recognised but it was

felt that the O & M inspection should confine itself to the general or the constructive aspect as distinct from the technical or critical aspect of inspection. The former type of inspection means an examination of the work as it is done and devising of means to improve efficiency. Such inspection is the responsibility of the Inspection and O & M Section. Inspection with a view to locating responsibility for failures, etc., is the function of the Department itself.

(a) *Field Offices.*—For general inspection of offices which existed outside the Secretariat, a team of three Secretaries to Government, viz., Secretary, Revenue Department, Secretary (Planning), Political and Services Department and Special Secretary, Political and Services Department was constituted, who did inspection from the point of view of administrative efficiency, co-ordination of activities of different departments and O & M in addition to their normal duties. Between September 1954 and January 1956, the Inspecting Secretaries visited almost all the Districts in the old Bombay State and inspected over 200 offices having jurisdiction over the whole State.

When the State was re-organised in 1956, the onus of general inspection of non-Secretariat offices shifted from the team of inspecting Secretaries to the District and Divisional Officers. During this period, the Collectors were nominated as representatives of the Inspection and O. & M. Section at the District level, as referred to earlier. They, thus, pay co-ordination visits to all the offices within their jurisdiction and make general inspection of those offices from an O & M angle. At this time, the posts of Divisional Commissioners were revived, and at the Divisional level the powers of general inspection of offices of all the Departments were vested in them. These officers send the inspection reports to the Inspection and O & M Section, with copies to the administrative Department of the Secretariat and the Head of Department concerned. The latter initiate action on the reports and ensure compliance with them where necessary.

(b) *Offices of the Heads of Departments.*—Until the creation of the Inspection and O & M Section, the offices of the Heads of Departments were rarely inspected by any agency. In the first year of its existence, the Inspection and O & M Section inspected several of these offices. Now, annual inspection of these offices by the concerned administrative Department of the Secretariat has been made compulsory.¹² The practice followed by the Departments for inspection is that an advance party is sent from the Secretariat Department to the office of the Head of Department, and then the inspection is done by the Secretary. An annual return of these inspections is sent to the Inspection and O & M Section, which enables it to keep watch on the implementation of these orders.

Thus, the previous arrangement, whereby a team of three Secretaries was required to inspect District and Divisional offices and the offices of the Heads of Departments, was discontinued during 1958-59; and now the Secretary of each Department, besides inspecting the offices of the Heads of Departments having statewide jurisdiction under his administrative control, also occasionally inspects regional and district offices. The offices of the Heads of Departments are inspected at least once a year by the Secretary concerned.

(c) *Offices of the Divisional Commissioners.*—Although it was decided in 1958-59 that the Special Secretary, Political and Services Department, would visit some offices at the District, Divisional and State levels and inspect them from the O & M angle,¹³ no such inspections could be carried out. In 1960-61, after the bifurcation of the State into Maharashtra and Gujarat, it was decided that the Chief Secretary, as the head of the O & M Section, should inspect the offices of the Commissioners of Divisions. The offices of the Commissioner, Bombay Division and Commissioner, Nagpur Division were accordingly inspected by the Chief Secretary during 1960-61.

¹² *Vide* D. O. letter No. INS-1057-O. & M., Political & Services Department, dated 6th December, 1957, from the Chief Secretary to all the Secretaries to Government.

¹³ Resolution No. INS-1059 (O. & M.)-B, dated 6th February, 1959.

These inspections were mainly from the O & M angle and suggestions were made to these offices in respect of receipt and distribution of "tapal", allotment of work to officers, typing arrangements, etc.

(d) *Secretariat Departments.*—To assess the performance of Secretariat Departments, an Inspection Unit, consisting of the O & M officer of the Department concerned and the Assistant Secretary of the Inspection and O & M Section, inspects the Secretariat Departments and gives details about the overall performance of Departments in a proforma prescribed by the O & M Group for the purpose. The inspection report is sent to the Secretary of the Department concerned and to the Chief Secretary.

(e) *Branches in the Secretariat Departments.*—As already stated, the O & M Section lays great stress on inspections of Branches by the Under/Assistant Secretaries in charge. Detailed instructions have, therefore, been issued requiring the officers concerned to inspect their respective Branches once a month. 214 such inspections were carried out during 1960-61. These inspections have helped in spotting out defects and in making Branches follow the correct procedure as laid down by the Inspection and O & M Section. Departments now send a monthly return to the Inspection and O & M Section showing the Branches inspected and giving reasons why some Branches, if any, could not be inspected.

Evaluation

The inspection work of the Inspection and O & M Section began to receive greater attention in individual Departments of Secretariat since the later half of 1958, when the O & M officers were given relief from the regular administrative work. The drive for efficiency was stepped up further by a tight control of inspections at all levels. These inspections have produced two main results. Firstly, they have made the officers conscious and aware of the extent of inefficiency and the need for a determined positive effort to combat it. Secondly, the

inspections have shown that, on the whole, the inefficiency was not so much due to inherent defects in the existing organisation and the procedure as to the failure to implement the instructions issued from the Government. Now, follow-up is properly maintained to secure compliance with the instructions issued from time to time.

CHAPTER SEVEN

CONCLUDING OBSERVATIONS

Strange though it may seem, the process of inspection—its contents and format—today is not very different from the inspection process prevailing fifty or even seventy-five years ago. Describing the process of inspection of the Collector's office by the Divisional Commissioner, the Bengal Salaries Commission wrote: "The Commissioner inspects the numerous registers kept by the Collectors, and if there are many cases pending or any pending for a long time, he enquires into the reason of the delay. Sometimes, he sends for the records of a few cases to see how they have been tried, *but this is by no means always done* (italics ours). Then he inspects the treasury, and writes answers against each one of nearly 200 questions in a form prescribed by the Accountant-General. He next visits the record rooms, where he glances at the condition of the records. He looks at the library; the English Office, where he examines the registers of letters received and issued, principally with a view to satisfying himself that correspondence is promptly disposed of; and the various rooms of the Collectorate building, to see that they are in good order. He also examines the Excise and Road Cess offices and any other special departments such as canal revenue, wards, or settlements. The securities of ministerial officers are also enquired into, and various points relating to the receipt and custody of public money and the process-serving establishments. He also inspects the office of the magistrate, the jail, dispensaries, schools and other public institutions . . .

"As a general rule, he makes notes as he goes on, and these are afterwards drafted into an inspection memorandum, which is sent to the Collector for his instruction and guidance."¹

¹ Report of the Bengal Salaries Commission, 1886, pp. 36-37.

There seems to be a general belief that the inspections in the past were more regular, thorough and effective than is the case today. However, our study has shown that such a belief is not supported by adequate data. The fact of the matter is that there were both good and bad inspections in the past as they are today. The quality of inspections has always depended upon the personality of the inspecting officers and the control exercised over them by their superiors. The following examples will be revealing in this connection.

Commenting on the quality of inspections by the Divisional Commissioners of the office of the Collectors, the Bengal Salaries Commission wrote: "Unfortunately the programme leaves a very wide margin for individual peculiarities; *it is to be feared that some officers carry it out in such a way as to reduce it to a mere formality* (italics ours) . . . Sometime ago, the Board issued an Inspection Manual for the guidance of officers inspecting districts, but the use of the Manual was never insisted on, and the book itself was so defective that in many districts it has never been introduced at all."²

The review of the Lieutenant-Governor on the Jail Report of the Punjab for 1896 contained the remark: "The rule that every jail should be inspected once a week by a Deputy Commissioner or some officer on his behalf is much neglected in some districts. *It is observed that only eight such visits* instead of 52 were paid at Delhi" (italics ours). The complaint was repeated in 1902 in a Memorandum from the Inspector-General of Prisons, Punjab. Similar complaint was reported in 1935.

Extracts from the Deputy Commissioner's inspection note on Mehrauli Sub-Tahsil, Delhi District, on the 8th September, 1928: "It was last inspected by Additional District Magistrate, Delhi, on the 29th August, 1927. There had been no previous inspection by the Revenue Assistant. *In future, he should make it a point to inspect the Sub-Tahsil once a year*" (italics ours). This directive was observed more in its breach and we find the Additional District Magistrate, Delhi, complaining in

² Report of the Bengal Salaries Commission, 1886, pp. 36-37.

his inspection note of the 24th September, 1939: "This Sub-Tahsil was inspected by the Revenue Assistant, Delhi, on July 29, 1930. *There has been no inspection since*" (italics ours).

Extract from the inspection note by the Deputy Commissioner, Delhi, on the Judicial Record Room on April 18, 1944: "The Record Room was never inspected by any Deputy Commissioner previously nor was it ever inspected by the Officer-in-Charge during the previous years excepting once or twice."

Pimputkar's Report on District Revenue Officers in Bombay pointedly refers to the neglect of inspections, "... one office was seen not to have been inspected at all for 14 years."³ The neglect of inspections in this State was specially brought to the notice of Collectors in a Government Circular of May 21, 1956: "Of late, demonstrational activities of administration have taken precedence on the normal work on which ultimately the success of these demonstrational activities themselves depends. The procedure or so-called routine therefore has been the first casualty.... This neglect is possibly the result of increase in work or other factors... it will be for every head of office to take a stock, month by month, of some aspect of his office to see that it is on the right lines."⁴

In brief, broadly speaking, the inspection system in our country has shown the following chief weaknesses:

There obtains, in the first place, a type of inspection which may well be described as "ghost" inspection in that often enough what an inspecting officer signs is merely an unimaginative set of inspection notes prepared by the subordinate officials. It has to be remembered that such inspections are by no means a recent phenomena; they have been always there. Commenting on the inspection of the Collector's office by the Divisional Commissioner, the Bengal Salaries Commission Report wrote: "Some Commissioners do not even look at the registers them-

³ Report on the Reorganisation of District Revenue Offices, Government of Bombay, 1959, p. 107.

⁴ Revenue Department Circular No. INSRD-2156-E, dated 21st May, 1956, Bombay.

selves, but cause them to be gone through by a deputy collector, and on this officer certifying them to be correct, the Commissioner signs the books without further enquiry.”⁵

Adverting to a similar malaise prevalent in Madras, the District Revenue Administration Committee remarked: “... there has been a tendency on the part of some officers to adopt wholesale the ‘notes’ written by the clerks, without the officers themselves taking any trouble to find out the actual state of affairs in the office.”⁶ The Bombay Report on District Revenue Offices has the same tale of woe to relate.

Such inspection notes lose effectiveness through the loss of respect for them. If inspection of an office by a superior officer is to serve the purpose for which inspections are prescribed, it is obvious that the personality of the inspecting officer should make itself felt, and for this purpose the inspection should essentially be made by the inspecting officer himself. The malady is by no means confined to the writing of inspection notes but has also affected the process of compliance of the inspection reports. It has been noticed that sometimes the officers do not personally go through the inspection notes or pass orders on these themselves. They leave it to their subordinate officials to put up draft orders for their signatures. Where such conditions prevail, the points of importance contained in the notes are apt to be lost sight of by the officer who should have known them.

Another drawback of the inspection system is that there are not only too frequent inspections but that they are made by too many authorities. Our study has shown that the frequency of inspections is greatest in U.P., particularly at the Tahsil level, where on an average there are two inspections in every month. This results in a situation in which an official moves from inspection to inspection, which takes away the awe of inspections.

⁵ Bengal Salaries Commission Report, 1886, pp. 36-37.

⁶ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, para. 370, p. 149.

One more defect to which attention may be drawn is that inspection reports often tend to be stale, stereotyped, routine, formal and perfunctory. Such reports are dull and uninspiring reading, and do not do anybody much good; they mainly serve the purpose of keeping to the right side of the rules and manuals. Inspections, to be effective and fruitful, must be in the nature of a searching, piercing and analytical enquiry with an attempt at a diagnosis of the malaise where such diagnosis is required, and must prescribe remedial actions where such prescription is necessary.

Basically what is wrong with most inspections that are made in District offices now is that they follow what might perhaps be called a somewhat "inquisitorial" role. There is a tendency to pick holes, carrying it to the extent of finding fault about petty matters. There is no separating the more essential from the less. As a general rule, the emphasis is wholly on this kind of a "criticism" role. In the case of external inspections, this commonly results in a measure of open or veiled hostility between the inspecting party and the office inspected, and in a lack of receptivity on the part of the latter towards good ideas about improvement. Even internal inspections, more often than not, tend to be fault-finding and explanation-calling. Less emphasis is given at all hands on the very necessary feature of developing built-in devices for improving efficiency and performance.

The remarks of the Secondary Education Commission on the role of school inspections are apposite in this connection:

"It was pointed out that inspections were perfunctory, that the time spent by the inspector at any particular place was insufficient, that the greater part of this time was taken up with routine work like checking accounts and looking into the administrative aspects of the school. There was not enough time devoted to the academic side, and contacts between the inspectors and teachers were casual. It was also stated that the number of schools entrusted to the care of an inspector was too large and range too wide for

him to be able to acquaint himself with their work and appreciate their problems; nor was he in a position to advise and guide the teaching staff in improving the work of the school. It occasionally happened that the inspector, instead of being the friend, philosopher and guide of the school, behaved in such a critical and unsympathetic way that his visit was looked upon with some degree of apprehension, if not of resentment."⁷

Lastly, perhaps the weakest link in the chain of inspection process is that of compliance. Compliance includes implementation of the suggestions made and rectification of errors pointed out in the inspection reports. Compliance, to be effective, presupposes a vigorous and perserving follow-up. Compliance, not unoften, tends to become formal and routine and is done more in form than in substance. But the greatest drawback is of delay in compliance. The scheduled dates are seldom adhered to. There are cases where it has taken years to comply with a report. In one particular case, it took nearly six years of a determined follow-up by a persevering inspector before full compliance could be secured.⁸

We shall now discuss, one by one, the issues framed at the end of the first chapter :

I. Types of Inspection

(a) Should there be internal inspection or only superintendence and control?

We have already seen that while there is an elaborate system of internal inspections in Uttar Pradesh and Maharashtra, in Madras the emphasis is on tight control. To the officers in Madras, internal inspection is a contradiction in terms; to them inspection is always made by an officer at the next superior level. Moreover, writing of formal internal inspection notes leads to avoidable paper work and lengthens the

⁷ Report of the Secondary Education Commission, 1952-53, p.149.

⁸ See the author's Public Hospital Case in Cases in Indian Administration, Indian Institute of Public Administration, New Delhi, 1963.

process of rectification and improvement. Inspection, it must be remembered, is only a means to an end and not an end in itself. Inspections for the sake of inspection are therefore redundant. What is needed to keep up the efficiency of any office is to see that every employee in the office attends office regularly and punctually; does his allotted share of work; is not slipshod and shoddy in the manner of doing it; there are no undue arrears piling up; there are no undue delays; procedures, rules and regulations are followed; there obtain good public relations; and the discipline and morale are satisfactory. All these can be ensured by periodical checks of registers, a system of internal reporting, daily rounds of offices by the immediate superiors, surprise visits by the Collector/Deputy Commissioner, and by the senior officials advising and guiding their junior colleagues. A good system of reporting has obvious advantages. It conveys information to the superiors about what is going on below; it enables the supervisors to evaluate the performance of their subordinates, to understand the situation faced by them; and, above all, to control the operations within the organisation. There may even be some room for formal inspections, but, in no case, should there be more than one such inspection in a year by the District Officer himself. Considering the load of his present responsibilities, it would be unrealistic to expect him to carry out a really personal inspection of the entire office every year. He should, therefore, be free to choose only a few branches of the District office to look into somewhat intensively.

(b) *Are horizontal inspections necessary and useful?*

The greatest problem of "area administration" is that of bringing about co-ordination among the different departmental units located at the district or divisional level. The problem may be said to have been almost endemic in Indian administration. It has been generally admitted that the Collector is *primus inter pares* or the captain of the team, and plays the role of a friend, philosopher and guide to other departmental officers. But to go further and allow him to inspect the offices of other Departments is to go too far and will place the "specialists" under the control of the "generalist" administrator,

Co-ordination should rather be brought about by meetings, conferences, and personal contact and not by inspections, even of O & M type as in Maharashtra. However, if a particular office at the divisional or the district level is working rather badly, the Divisional Commissioner/Collector may be given authority to inspect it with prior information to the Head of the Department concerned.

(c) Should there be an independent and exclusive agency for inspection?

The question is often asked as to why there should be a separate and independent Inspectorate. Is it not a duplication of the inspections already done by various agencies, it is remarked. Another point made against this system is that a system of inspection, which relies upon an entirely outside organisation for inspection, in its very nature, carries with it the possibility of psychological resistance in the minds of the inspected agencies towards the points of criticism or suggestions for improvement. Such a system of inspection has been even described as "espionage system" for the Government. In the words of a senior high officer, "My impression is that, as at present constituted, they are not of much value. In U.P., at any rate, the Inspectorate still keeps its eyes too close to the ground." The nature of inspections done during recent years by the Inspectorate of Offices, however, gives evidence of some change in the content and purpose of inspections. A few illustrations of the types of inspections actually done may highlight their variety and usefulness:

(1) While inspecting the office of the District Planning Officer, the Inspector found that the office was employing circuitous method of getting pensions sanctioned to its superannuated employees. The result was that delays took place in sanctioning pensions. The Inspector suggested the correct procedure in his inspection report supported by rules. A copy of the report was sent in the ordinary course to the Head of Department, that is, the Development Commissioner in this case. His office examined the matter in detail and found that

wrong procedure was prevailing all over the State in preparing pension papers. The office, thereupon, issued instructions regarding the correct procedure to all the District Planning Officers and Block Development Officers with a copy to the Inspector.

(2) In the course of the inspection of a Divisional Commissioner's office, the Inspector found, among other things, that the office library was stocked with Hindi novels, Hindi books on religion, yoga, etc. The office spent Rs. 600 to 700 on such books every year. The Inspector's objection to this arrangement was met by the plea that such books were purchased to improve the knowledge of Hindi of the office employees in accordance with a Government order. The Inspector pointed out the fallacious character of the interpretation of the Government order. He further drew a distinction between a public library and an office library and suggested the type of books required for an office library. He got thanks from the Commissioner for his useful suggestion.

(3) While inspecting the offices of Deputy Regional Marketing Officer and Senior Marketing Inspector, the Inspector noted that the two offices were located in different buildings at a little distance from each other. The Inspector suggested that the two offices should be amalgamated and housed in the Senior Marketing Inspector's office building which was spacious enough for the purpose. The recommendation not only led to the saving of rent for one building but also rendered surplus the posts of one clerk and one peon.

Such an Inspectorate, therefore, fills a role which cannot be filled by any inside agency. In the first place, the line officers concerned often have little time to examine in detail the working of the offices with a view not merely to finding faults but also to improving them. We need hardly blame the overburdened officers for this. They are so immersed in the daily routine and are so much involved in multiplicity of problems ever growing in number that it is difficult for them to sit back and look objectively at their work. In this respect, the Inspector

of offices has an advantage. He has enough time on his hands to make a thorough review of an office without being distracted by the need to conduct its operations.

Secondly, the line officials often lack the necessary perspective to look at problems of inspection of office procedure in the manner in which persons from outside, with special experience in this line, can do. Such a critical review from persons, who are themselves not immersed in the departmental details and are, therefore, in a way detached from the Department, can contribute a healthy corrective to the departmental point of view. Being outside the departmental hierarchy, they can afford to examine it without fear of prejudicing their own position or of offending an immediate colleague. In fact, they are in a position to point out the irregularities committed by high officials. No line official dare point out such lapses to his superior, but he can put such things before the external Inspector. The Inspectorate, thus, provides an effective check over the idiosyncracies of the top officials.

Lastly, the fact that the inspection work is undertaken by a body of officials, who specialise in this work, is the essence of the system. Inspection work requires special knowledge and techniques, which busy line officials do not have time to acquire. Inspectors are expected to be experts in this field. They also acquire a lot of experience by working in varied governmental agencies, and such an experience helps them in suggesting new ways of doing work or a new system of structure.

Two points, however, have to be kept in mind if the outside inspectorial agency has to play its proper role. In the first place, it must have officers of adequate status as well as authority in it, in order that the reception of its comments and suggestions at the other end is one of less indifference; and in order also that the Inspector is able to discuss freely the more important points of criticism, which he wants to incorporate in the report, with the higher authorities of the inspected agency and to appreciate the views that they might express.

Secondly, such inspections, to be fruitful, should be O & M oriented and positive and helpful in approach. In any case, they must be different in nature and complexion from the usual routine inspections.

II. *Process of Inspection*

(a) Should Inspections be scheduled to occur at regular periodic intervals? If so, what should be their frequency?

"Inspection of an office should really help the Head of that Office to find out many things which he would like to but has no time for. . . . In view of this, it is obvious that inspections should be regular."⁹ As regards their frequency, there is a general agreement that they should not be too frequent. Even as early as 1886, the Bengal Salaries Commission remarked: "Inspections should not be too frequent, for, in that case, not only would they often degenerate into merely routine, but they would interrupt public business, harass and disturb all the officials concerned, and would not yield results sufficiently important to compensate for the annoyance they caused."¹⁰ The warning went unheeded, and in Bombay Presidency, Mamlat-dars' offices continued to be subjected to as many as four inspections in a year till 1907, when the Government reduced this number to two. Unfortunately, there has been no appreciable change in the situation in this regard since. The Report on Reorganization of Collectorates in U.P. (1956) lamented that "the Collectorate is over-inspected". The extent of frequency of the inspection of Tahsil offices in U.P. has already been described earlier.

(b) Should the agency to be inspected be given prior notice of impending inspection or should there be surprise inspections?

The value of surprise inspections is self-evident and widely recognised. It has, however, to be remembered that surprise inspections can be only additions to normal and regular

⁹ Report on the Reorganization of District Revenue Offices, Government of Bombay, 1959, para. 289, p. 107.

¹⁰ Bengal Salaries Commission Report, 1886, p. 35.

inspections and not a substitute for them. As early as 1907, the Collectors in the Bombay Presidency were asked to make an annual surprise inspection of their own offices with a view to making an improvement in their business methods.¹¹ The case for and against surprise inspection is succinctly brought out in Pimputkar Report: "Over and above the normal inspections, officers must pay surprise visits to the subordinate offices (and even take rounds in their own office) to note the punctuality of the staff, check up on public relations and to sense the office atmosphere. This way, the offices can be kept more vigilant and less neglectful of their duties. These inspections, however, can never substitute normal inspections. It is easy to go to an office and fire away questions at a high speed. It is easy to call for cases and statements. If one tries to do in a surprise inspection what one ought to do in a normal manner, he upsets the whole staff, achieves little and gives everybody a good handle for explaining away why they did not work that day. Secondly, it is far too easy to find mistakes "unexpectedly". Even the best run office can be shown in poor light. It is a test of the inspecting officer, however, when he is able to point out serious defaults after due warning. When an office knows that it is going to be inspected, say, after two months, no doubt, it does some window-dressing, but it also takes some reasonable care to improve matters. If our goal is improvement of our offices, such an opportunity is necessary. Let the office staff improve on their own and let the inspecting officer point out the other mistakes which the staff cannot think of by themselves. This way there will be greater improvement. Surprise inspections, of course, have their own value but they cannot substitute normal routine inspections which are important by themselves."¹²

(c) *What should be the modus operandi of an inspection? This raises the following issues: (i) Should an officer's inspection be preceded by a preliminary inspection by the subordinate staff?*

¹¹ Government Resolution, Revenue Department, No. 2810, dated 10th March, 1907.

¹² Report on the Reorganization of District Revenue Offices, Government of Bombay, 1959, para. 296, p. 100.

This type of inspection process is found both in Madras and Maharashtra. Commenting on it, the Report of the District Revenue Administration Enquiry Committee in Madras critically observed: "In advance of the inspection, one or more clerks are generally sent, who go through the records and registers and prepare 'preliminary notes'. There can be no objection to this procedure so long as it is clearly understood that clerks can only gather the necessary statistical and other material, and that it is the responsibility of the inspecting officers themselves to answer the several questions prescribed in the questionnaires. However, in course of time, this qualification seems to have been lost sight of in some cases, and there has been a tendency on the part of some officers to adopt wholesale the 'notes' written by the clerks, without the officers themselves taking any trouble to find out the actual state of affairs in the office. In some of the originals of the inspection notes which we scrutinized, we found that the officers had not a word of their own to add to what their clerks had written beforehand, beyond merely asserting in a vague manner that the condition of the branch or of the office inspected was 'unsatisfactory' or 'satisfactory' Though there can be no objection to his utilizing the services of a clerk to gather statistics or other factual information required, it is his own personal scrutiny that counts, and it is his own personal impressions formed as a result of such scrutiny that should be embodied in the notes of inspection. He should lay down precisely what the material to be kept ready in advance is, and reserve the rest of the work to himself."¹³

The Bombay Report on District Revenue Offices was equally critical of the system: "Another point which needs insistence is that the inspections should essentially be by the inspecting officer and not by his staff. This does not mean that the staff should not see the papers, or prepare notes on the subject; but it means that every inspection point should be vetoed by the inspecting officer with the aid of the questionnaire. He should at least verify 50 per cent of the points in fair detail.

¹³ Report of the District Revenue Administration Enquiry Committee, Vol. I, Government of Madras, 1955, para. 370, p. 149.

His personal check-up and interest in details will alone guide his staff in how to make inspections. At present very few Collectors go through, verify, add to or amend the notes drawn by the office. Even Personal Assistants and Chitnis have started 'initialling'. The Collector or any other inspecting officer should really be in a position to assess the work of the individuals so that he can make suitable entries in the ephemeral rolls of the officers and officials. This will be a substitute to the present 'impressions', for most of the Collectors nowadays do not camp sufficiently long during inspection at the headquarters of the office inspected but only attend on the last day for reading a memo, the contents of which are foreign to them. Personal touch can alone help an inspecting officer to know what is happening."¹⁴

The consensus of opinion in this matter is that taking the help of subordinate staff to do the preliminary spade work for an inspection is not by itself a bad arrangement. Indeed, in most cases it is necessary as well as useful to have material collected with the help of subordinate staff. An inspecting officer's time would be more meaningfully utilised if he were to be spared the time and the effort involved in ground work which consists mostly of data and fact collection. The inspecting officer, however, must ensure that this system does not degenerate into his merely signing draft inspection reports.

(ii) Should the inspection be based on detailed replies prepared in the office of the inspected agency to a comprehensive questionnaire sent in advance?

Questionnaires are prescribed in Revenue Manuals and inspecting officers are expected to conduct their inspections along those lines. However, it must be admitted that the great details into which questionnaires enter are neither necessary for effective inspection nor is it possible to answer them completely, as the inspection notes based on them tend to be compiled by clerks with no contribution from inspecting officers themselves; and above all they restrict the free exercise of the inspecting officer's initiative and

¹⁴ Report on the Reorganisation of District Revenue Offices, Government of Bombay, 1959, para. 294, p. 109.

intelligence. The great objection to Manuals of this kind is that they lead officers to enquire only into the points mentioned in the Manual, and as no Manual, however carefully prepared, can possibly contain every point which may hereafter be required to be looked into, there is a great risk that many important matters will be overlooked because they are not in the Manual. In the words of K. K. Dass, "the questionnaire restricts the free exercise of the inspecting officer's initiative and intelligence. These arguments gain strength from the fact that in Madras, where most elaborate questionnaires are in use for office inspection, they have signally failed to increase efficiency."¹⁵

The questionnaire method, however, has a stout defender in M. G. Pimputkar: "The propriety of such a questionnaire is sometimes questioned. It is said, a questionnaire works as an impediment to the initiative of the inspecting officer. This is indeed far from truth. It is too much to expect that an official or an officer would remember all aspects of every type of case when he reads papers. Here then is the enumeration of all the aspects to help him. In no way does it limit free exercise of initiative and intelligence, for these qualities can never be dispensed with at any time. It is like saying that ready reckoners hinder intelligent audit. The questionnaire, like the ready reckoner, saves time. It ensures that nothing of importance, even of routine type, is omitted. The complicated office of today has to be inspected within 8 days and the officer or his staff can hardly have time to think originally on all the aspects of all the questions. What really happens is that these aspects are relegated to the clerks who naturally fill up reams of paper, often repeating irrelevantly what is found

¹⁵ Report on Reorganisation of Collectorates, Government of U.P., 1956, para. 148, p. 68.

Please also see the comments of the Report of the District Revenue Administration Enquiry Committee (Vol. I), Government of Madras, para. 370: "For the maintenance of proper standards of efficiency, a scheme of supervision entails inspection.... Elaborate questionnaires have... been prescribed for the purpose. There is, however, reason to fear that the inspections have tended to become stale and stereotyped, the same defects being noticed and the same comments being offered year after year."

in the notes of previous years. Instead of this meaningless copying, a questionnaire definitely indicates a line of inquiry bringing out the principles underlying each. There is no question of the questionnaire ever limiting the free exercise of initiative. One can always add to or amend for the better. What point to stress and what not is really an individual problem depending on the officer inspecting and the office inspected."¹⁶

Nobody would challenge the utility of the questionnaire system as such which can be of considerable help to the inspecting officer. Two safeguards, however, are necessary to prevent the system from being abused. In the first place, it should be insisted upon that no inspection should consist merely of filling up a questionnaire; it should be supplemented by a statement indicating the findings of the inspector in broad and general terms. Secondly, it should be ensured that the questionnaire does not become unduly long.

A variant of the questionnaire type of inspection exists where the inspecting officer sends a large set of questions covering quite a wide range and asks that the replies to these questions should be kept ready. The information is then collected, edited, compiled, checked and typed in a few copies. The inspecting officer then comes, takes up each question on his list of questions, goes through the reply, makes further enquiries as he likes, tests the veracity of the replies at random by calling for the original records from which replies were made, satisfies himself and dictates notes on each question as he deems fit. This method was employed by the Commissioner, Lucknow Division, in the inspection of the Collectorate of Sitapur in August 1960.

This is a good compromise between the questionnaire system and free-lance system and saves much time of the inspecting officer. But it entails heavy work on these who furnish the prepared information. In spite of the best checking for

¹⁶ The Report on the Reorganisation of District Revenue Offices, Government of Bombay, 1959, para. 293, pp. 108-109.

correctness of information, to some extent it also depends for accuracy and authenticity upon the integrity of those who furnish the material. In this system, if sufficient time for compiling the information is not given, the questionnaire remains incomplete; on the other hand, if sufficient time is given for that, it becomes easier for the subordinate officers to rectify their mistakes before the actual inspection takes place.

III. *The Level of Authority*

(a) Should the inspection be done by the immediate superior authority or by authorities at all superior levels?

(b) How many authorities should be allowed to inspect a particular agency or office?

The remarks of the Bengal Salaries Commission in this respect are pertinent: "It is undoubtedly essential for the success of a system of control by inspection . . . that the inspecting officer should have power to issue orders for the remedy of any irregular practice or bad arrangement he may come across. To do this, he must be of higher standing than the officer whose work he inspects, but not so far above him as to make it undesirable that he should issue orders direct regarding the details of his work."

On this point, practice differs from State to State. In Madras, the offices are inspected only by one authority, namely, the authority immediately superior to the agency concerned. In Uttar Pradesh, every superior authority has a right and even a duty to inspect all the subordinate offices. Maharashtra comes nearer to the U.P. pattern. Opinions differ as to the superiority of one pattern over the other. The Madras pattern has the twin advantages of the frequency of inspections being limited and the saving of botheration and harassment caused by too many inspecting authorities inspecting the same office. The Bengal Salaries Commission Report was also of the opinion that "each officer should, as a rule, have his office inspected only by the officer to whom he is immediately subordinate". On the other hand, the experience of senior officers

in Maharashtra is that the offices of Mamlatdars and Prant Officers profit a great deal from inspection by Commissioners. In our opinion, each office, as a rule, should be inspected only by the authority immediately superior to it. However, in cases where the work of an office is particularly unsatisfactory, the officers at higher levels should be free to inspect it. Such officers may with advantage be given authority to visit any office subordinate to them at their discretion, but in no case should the number and frequency of inspections be prescribed for them by rules.

IV. *Contents of Inspections*

(a) Should inspections be a highly formalised affair with the inspecting officer commenting on all specified headings?

There are no prescribed patterns of inspection notes; even then a few types are discernible. One of them is the lengthy, enumerative type. Herein, the inspecting officer not only tries to inspect each and every item of work but also tries to catalogue them in his note, even though he has only to write that "Such and such item of work was inspected and found to be in order," or "There is nothing particular to note about the maintenance of the registers," or "No comments" or "Everything was alright," etc. The advantage of this pattern is that every record or item is inspected. The inspecting officer has chance to show to his superior that he has covered all the items and made a thorough inspection. The superior officer, who sees such a note, has a chance to satisfy himself that inspection of the office under his responsibility has been made thoroughly. But the disadvantage is that it generally tends to be superficial. In the effort of covering each and every item of work and record, and enumerating all that in his note, the attention of the inspecting officer remains unfocussed on the true spirit of inspection.

(b) Should the inspecting officer be free to pick and choose the aspects he wishes to examine?

This is a type of inspection in which a bird's eye-view of the entire range of different sections is taken and a sort of

memorandum is drawn up cataloguing arrears of work requiring quick disposal, and topics of the day requiring attention on priority basis, and giving instructions for promptness and thoroughness in compliance. The inspecting officer, while recording the inspection note, comes directly to the point and grips only the heart of the problems and ignores the unimportant points. The note draws pointed attention to defaults, errors and omissions and makes positive suggestions for rectifying errors and making improvements. A note recorded by the Commissioner, Lucknow Division, on September 19, 1961, regarding Sidhauri Development Block in Sitapur District is a good example of such type.

"I made an inspection of some work done in the Sidhauri Block (Sitapur) on September 19, 1961.

Good work has been done in the Campaign in Mendbandi and in orchard plantation. For the future I would like the following items to be pushed forward:

- (a) Green manuring up to saturation point,
- (b) Minor irrigation,
- (c) Poultry farming,
- (d) Improvement of cattle breeds,
- (e) Afforestation of waste land, and
- (f) Bee keeping.

I would like a report to be submitted about the compliance of these matters in six months' time.

The Block Development Officer is Sri.....He appears to be very keen on his work."

(c) Should the inspection note give a general evaluation on the working of the office inspected and also a critical comment on the officer-in-charge of the office?

On this point the Madras and Maharashtra patterns differ from the U.P. pattern. In both these States, more so in Madras, the inspection note, after discussing the specified

items, gives a general comment on the working of the office, which is followed by the evaluation of the work of the officer himself. The following may serve as an illustration:

General Remarks: "The check of personal registers by the Huzur Sarishtadar and Section Heads, the Personal Assistants and the Collectors, has been generally thorough. Disciplinary action has been taken against a number of clerks who were delaying papers by (the Collector). As a result of these, delays in the office have been considerably minimised. Though the number of papers pending over six months and one year is less than the number at the time of the last inspection, it continues to be large. The Collector's attention is invited to this.

"Both the Collectors have paid personal attention to all branches of work, and devoted considerable time in personal instructions. Reviews of collection of land revenue should, however, be in more detail on the lines pointed out.

"The state of the office is satisfactory. Both the Collectors have taken considerable trouble to control their office and their subordinates in the District. It is satisfactory to note that (the present Collector) has been pulling up those of his subordinates who had a tendency to be slack, as seen by the number of disciplinary cases in which he has taken action; and has been taking personal interest in all important branches of administration."

In U.P., on the contrary, the general pattern of the inspection notes makes no attempt at an evaluation of the work of the officer himself. The Madras pattern seems to be an improvement over the U.P. pattern. In our opinion, an important aspect of an inspection should be a general evaluation of the working of the office as well as assessment of the personal work of the officer himself.

(d) Should the inspection note be long or short?

The inspection notes in Madras and Maharashtra tend to be rather too long ranging anywhere between 75 and 300 typed

pages or so, and to make matters worse, there is duplication inasmuch as there are two types of notes for each inspection, namely, the "preliminary" notes drawn up by the advance party and the "final" notes written by the inspecting officer. Such notes obviously consume too much effort and energy in writing them, nothing to say of the amount of paper used and the typing effort involved. On the contrary, in Uttar Pradesh, the notes are much shorter ranging from one page to fifty or sixty pages. Of course, the length of inspection notes will depend on the contents, nature and form of inspections. It is, however, clear that lengthy notes are bound to contain much material of a routine nature repeated year after year. The complying authority may not only not have time to go through the long report but may also miss the wood for the trees. The tendency in such cases is bound to be to get lost in details and miss the important and positive recommendations. In the interest of compliance, therefore, short, positive and pointed notes are more effective.

V. Compliance of Inspection Reports

- (a) Who should be responsible for compliance and follow-up?*
- (b) How best can compliance be secured?*

Inspections, as such, are not of much utility unless the defects pointed out in the reports are rectified and the suggestions given therein are implemented. Hence, the compliance of the inspection notes is perhaps as important as the making of an inspection. It is, therefore, the duty of the head of the inspected office to see that, soon after he receives the inspection note, the mistakes pointed out and positive suggestions made are rectified and implemented respectively. The more the compliance is delayed, the more will be the slackness in office. It is, therefore, of utmost importance to see that the orders passed on inspection notes are properly and promptly complied with.

The process of compliance, obtaining in the three States has already been described earlier in detail. In brief, after the

inspection is over and the report has been submitted, it is the duty of the head of the inspected office to see that compliance is done fully at its earliest. However, the inspecting authority retains the responsibility to do the follow-up and see that the compliance is secured. For example, if a Commissioner or a Member of the Board of Revenue inspects the District Office, the inspection note recorded in either case will come to the District Collector and it will be the responsibility of the Collector to see that the mistakes pointed out in the report are rectified and compliance of the suggestions made is done. In those cases where the branch or unit of a District Office is inspected by the Office Superintendent or the Branch-in-charge, it is the Collector who writes the orders on the inspection note for the rectification of mistakes, and it is every such order passed on the margin which sets the ball rolling.

Our study has brought out the main weaknesses in the compliance process. Thus, it has been noticed that sometimes the officers do not personally go through these inspection notes and do not pass orders on them themselves; instead their subordinates put up draft orders for the signatures of their superior officers who should have themselves recorded the orders. Where such conditions prevail, the points of importance contained in the note are apt to be lost sight of by one who should have known them. Not only that; instances have also been noticed when some ticklish point in the inspection note was ignored while drafting the marginal order, or the marginal order itself was recorded in a twisted way providing escape. Besides, the compliance of orders passed on inspection notes is sometimes not made or made in a half-hearted way or in an incomplete manner, and many a time it is made after great delay. Often, the objections raised in the previous inspection notes have to be carried forward and repeated in the subsequent inspection notes. The following are examples of such lapses:

An officer inspected a Tahsil in August 1959 and recorded the following remarks: "This tahsil was last inspected by the Collector and the Sub-Divisional Officer in September and

August 1958, respectively. Compliance report of these inspection notes was sent in January 1959. It appears from the supplement of the inspection book that certain defects pointed out were not corrected. Extracts were, no doubt, issued to all concerned but the matters were not pursued. Inspections are of no utility unless the defects pointed out are removed and the suggestions given therein are implemented. The Tahsildar will please ensure that the compliance of the inspection notes is properly made and that the supplement to the inspection book is submitted in every quarter to the Collector through the Sub-Divisional Officer as required by the Revenue Manual."

Another interesting example of non-compliance of suggestions made in an inspection note on the working of a Branch/Section in the Collector's office is given below:

"Wanted to make a detailed inspection of the office today (April 30, 1961). My last inspection note was recorded on April 8, 1960, in which I had to make the following remarks:

'Compliance of the marginal orders passed on my last inspection note dated April 1 and 2, 1959, has generally not been made excepting in respect of one or two items. Almost the same can be said in respect of other inspection notes written about this office. This is a discouraging situation and the clerks concerned should keep an eye on the compliance of the inspection notes.'

"This has not been done either in respect of my detailed note of April 1959, or in respect of my next detailed note of April 1960, which covered much of the ground in six pages. I think it is no use bringing forward the bunch of defects from year to year in the inspections. I had also been reminding, from time to time, including once in writing."

Another extreme example of non-compliance is as follows:

The work of a clerk in a Collectorate was inspected and the inspection note was recorded on April 19, 1960. The marginal

orders were signed by the Collector and were sent for compliance. The compliance report was sent for favour of order son June 14, 1960. Commenting on this report the office Superintendent remarked :

"The attached report is not at all a compliance report but an explanation note. Explanation should be given only when called for. Every marginal order should be numbered and brief categorical compliance should be reported for each point. The work should be completed early."

The work of the clerk concerned was again inspected on September 25, 1960 by the Officer-in-Charge, Combined office. Marginal orders were drafted by the Office Superintendent and signed by the Deputy Commissioner. The Officer-in-Charge's remark was "compliance must be reported within a fortnight", and was dated November 30, 1960.

A surprise inspection was again made of the same clerk on April 14, 1961, and the following comment was placed on record :

"An inspection was made by me on April 9, 1959 and it was not complied with. An inspection note was recorded by another officer of the same clerk on October 7, 1959 and the orders have not been complied with.

"I again inspected his work in April 1960, and wrote a detailed note. Orders passed on this note have not been complied with, although I reminded him several times, including once in writing on August 30, 1960.

"The work of the same clerk was again inspected in September 1960, and orders have not so far been complied with.

"It is, under the circumstances, useless for me to make any detailed inspection unless the defects pointed out in the previous notes have been removed, and compliance is

properly checked and recorded which should be done by May 15, 1961 positively."

The following are some suggestions to make compliance more effective:

The essential part of the inspection system is that when an inspecting officer discovers any abuse, irregularity or injudicious arrangement, he should issue orders on the spot for introduction of a better practice and should take precautions to ensure that his orders are promptly carried out. Most of the routine errors or suggestions can be dealt with this way. Another suggestion that will help in making compliance effective is the introduction of what is known as "Memorandum Reading". The practice obtaining in Maharashtra is that as and when the inspection notes are ready, a copy of the note is given to the head of the office inspected, so that the latter may have an opportunity to explain any action which may be considered erroneous. This discussion is known as Memorandum Reading. The notes are then recast in the light of the discussion. In this respect the suggestions made in the Report on Reorganisation of District Revenue Offices in Bombay are very apt :

"It should be possible for the inspecting officer not to leave the camp without actually delivering the inspection memo. In any case, the issue of a fair copy should never be delayed beyond a week. The following method is quite useful. The inspecting officer should day by day go through the notes and cases. Once the notes are approved, they can straightaway be typed in triplicate and a copy given to the inspected office. It should be possible to see that all the notes reach the inspected office on the day previous to the day of memo reading, so that they can peruse and object or offer explanation, where necessary. The memo. reading should not be merely an essay in advice but should give an opportunity to the inspected office to object or note on the memo. itself. Such objections should not only be tolerated but should be freely encouraged. In the light of reasonable objections or explanations, the notes

should be recast on the spot. Before leaving the camp, the inspecting officer can hand over two copies of the notes together with two copies of the summaries (i.e., actual directions on all points). One full copy of the note should be filed in the appropriate compilation. The other should be split up, after perusal by the Head of the Office and Heads of Branches, among the clerks concerned. One copy of the summary should be kept by the head of the inspected office himself and another split up among the Heads of Branches for supervision over compliance."¹⁷

If the above suggestion is to be fruitful, it will be essential to vest the inspecting officer with authority to order rectification of errors discovered during inspection. Suggesting a new type of compliance process the Bengal Salaries Commission wrote: "It is an essential part of our scheme that the officer who inspects shall have power to rectify an error that he may detect. The Commissioner, when he discovers any abuse, irregularity, or injudicious arrangement enforced in a Collector's office, should be expected to issue orders on the spot for introduction of a better practice, and to take precaution to ensure that his orders are promptly carried out."¹⁸ "The system proposed by us," wrote the Commission, will, "get rid of the present cumbersome and delay producing practice, under which in some cases the Commissioner has to submit an inspection report to the Board, and the Board, after making enquiries from the Collector through the Commissioner, and receiving a reply also through the Commissioner, eventually passes orders sometimes after the inspection took place."¹⁹

Then there should be a tentative time-table for compliance. It is true that there are cases where references have to be made to a number of other agencies or/and where sanction of some superior authority is required before compliance can be completed. In such cases, it is rather difficult to fix up a rigid time-table. However, this should not be made an excuse for

¹⁷ Report on the Reorganisation of District Revenue Offices, Government of Bombay, 1959, para. 295, pp. 109-110.

¹⁸ Bengal Salaries Commission Report, 1886, p. 37.

¹⁹ *Ibid.*

delaying compliance. We would, therefore, suggest that in a normal and uncomplicated case compliance should be completed within a month from the date a particular official receives the "extract" from the office for compliance.

Furthermore, in the office of the inspecting officer there should be a unit charged with the follow-up of inspection reports. It should be the duty of this unit to see that the compliance is not sketchy and that the improvements envisaged in the inspection notes are carried out in proper spirit. For example, when it is said in the inspection report that all the cases should be entered in the Misilbund register and the various columns of the register should be filled in, it should not suffice for the official concerned to say that "the instructions have been noted" or "action is being taken". Perhaps a more effective way to ensure the follow-up could be a subsequent visit after a period of six months or so by the inspecting officer himself to the office previously inspected with a view to watching the compliance of suggestions and rectification of errors pointed out by him in his earlier inspection report.

Another point which deserves mention in this connection is the role of punitive measures in making inspections effective. Fear, it must be remembered, does play an important part in motivating people to do their duty. If inspections are to act as a spur to good work and improvement, the persons found negligent in or ill-informed of their work will have to be punished. Our study shows that it is the lack of exercise of this authority by the head of the agency concerned which has often resulted in inspections being taken lightly by the staff. M.G. Pimputkar's remarks in this respect are very apt: "For example, a repetition of a mistake or commission of a serious mistake or of a mistake by a person who has pointed out a similar mistake during the inspection of a subordinate office should be seriously taken notice of. Lately, punitive value is diminishing. Even serious or repeated mistakes go unpunished. A tendency is evident to treat every mistake (initial or repeated) as an inevitable lapse. Any excuse seems to be acceptable. (Apparently, a Collector was satisfied that Government

dues in one village could not be collected because there was nobody in that village to beat the drum!) It is not my intention to suggest that every mistake should be treated as a serious default, but we must remember that at present discipline is at the lowest, and misplaced sympathy affects both the efficiency and the prestige of Government.²⁰

Perhaps, one of the important reasons why the inspection process in Madras is still tight is that no official, found guilty of negligence or non-observance of rules or their abuse, can get away with it. Serious notice is taken of such lapses and disciplinary proceedings are started against the person concerned. The following abstract will throw some light on the different kinds of punishment inflicted in such cases by the Member, Board of Revenue, during his inspection of the Collector's office, Tiruchirapalli, in August 1961. The inspection note says: "Disciplinary action has been taken against public servants in 28 cases during the period covered by inspection (i.e., from January 1960 to September 1961), and the kinds of punishment were :

(1) Warning	... ..	3
(2) Censure	... ..	5
(3) Stoppage of increment	... ..	8
(4) Recovery from pay	... ..	3
(5) Reducing of pay	... ..	4
(6) Reduction to the minimum (pay)		1
(7) Suspension	... ..	2
(8) Extension of probation	... ..	2
		<hr/> 28" <hr/>

It need hardly be emphasised in the modern age of emphasis on human relations and motivations that punitive measures need to be supplemented by a suitable scheme of incentives and rewards for good work. A still more effective method may be to educate and train the employees as to the

²⁰ Report on the Reorganisation of District Revenue Offices, Government of Bombay, para. 291, p. 108.

significance of the role of inspections. In the words of J. W. Fesler, "Inspection and enforcement... thrive best when those subject to them are so educated and persuaded that actual violations are few..."²¹

Summing up

At this stage, the question may well be asked as to what extent the prevailing inspection system fulfils the criteria of a good inspection system as laid down in Chapter One. In that Chapter the main purposes of inspection were assumed to be:

- (i) to ensure that prescribed rules, regulations and procedures are observed faithfully. Such inspections aim at finding out if manuals are followed in actual practice; if the accounts are properly kept; if the stores are correctly maintained; if statements, returns and reports are sent on scheduled dates and in proposed form, etc. Such inspections are called "technical" inspections and their role is rather negative and corrective;
- (ii) to introduce the O & M angle in inspections, that is to say, the inspector's task should not be limited to fault-finding but should also include help in eliminating obsolescent procedures and rules and introducing better practices and procedures; and
- (iii) to evaluate the end product which the inspected agency exists to achieve; in other words, to conduct a sort of "efficiency audit". Such inspections are termed "substantive" and their role is positive and reformative.

The ideal form of inspection system was assumed to be one in which the inspectors were no longer regarded as outsiders but were accepted as an integral part of the process of administration so much so that they would be welcome as friends, consultants and guides instead of being resented as intruders, critics and fault-finders. It is also relevant, in this connection,

²¹ F. M. Marx—Elements of Public Administration, *op. cit.*, p. 148.

to ask if the system of inspection evolved to suit the needs of "law and order administration" can serve the purposes of "development administration". The answer obviously is in the negative, which means that a change in inspection system is called for in the new context of things. Development administration is programme-based and action-oriented and is, thus, more managerial in content. Administration in such a set-up will be judged by the degree of the successful implementation of these programmes. Inspections, as a tool of control, will, therefore, have to have a different purpose in view. However, there is little realisation so far of the need for refashioning the tool of inspection to suit the needs of the newly emerging pattern of administration.²²

Certain concrete suggestions to improve the existing inspection system may not be out of place at this stage :

(1) The first and foremost change called for is in the outlook towards inspections. In any good inspection system there should be a place for open and friendly inspections in the course of which the official whose work is inspected is afforded a chance to put in his appearance and make suggestions, and in which the inspecting officer establishes that necessary concord with the officer whose work is inspected, which would ensure that (a) on the part of the former there is understanding of practical difficulties about implementation; and (b) on the part of the latter there is greater receptivity to reform.

(2) It is suggested here that the "technical" type of inspections can best be undertaken by an independent external agency which would develop the necessary independence, expertise and experience in such matters. On the other hand, the "substantive" type of inspections should be made by the superior officers in the hierarchy of the agency on whom rests the responsibility for the efficient running of the offices concerned. Such inspections will also include a general evaluation of the work of the office as well as of the officer at its helm.

²² It is proposed to make a separate study of the role of inspection in the spheres of planning and development in State Governments.

It needs to be reiterated that if such inspections have to make an impact, they have to be made by the officers themselves. We have come across cases where due to evergrowing accretions to his duties, the Collector is not able to complete his quota of prescribed inspections, with the result that his inspection notes are either written by some subordinate official with the Collector merely putting his signature or they are made at the last moment in hurry, and in either case they lose their effectiveness. To obviate such occurrences, a suggestion has been made in some quarters for the appointment of a full-time Deputy Collector for doing the inspection work on the latter's behalf. This remedy is worse than the disease. The work of inspection cannot be delegated to subordinates. Vicarious inspections can never deliver the goods. The sensible way out would be to relieve the Collector of some other functions to enable him to play better his supervisory role.

(3) Frequency of inspections is another matter that needs consideration. There is a general agreement that the inspections should not be too frequent.²³ The commonly held view is that one full and formal inspection per year should suffice. However, such inspection does not preclude visits, tours and surprise inspections. It is to be noted that the formal yearly inspection is only one of the various methods of exercising supervision and control. A supervisory officer is quite free to visit any office or have a look at any project or programme during his tour or even conduct a surprise inspection. Visits, though informal in nature, serve as a good instrument of control. Tours, likewise, afford an opportunity to the supervisory officer to see first hand the progress of difficult programmes, projects and works and to learn from the people by direct

²³ Millett's observations in this respect are pertinent: "It is argued that unless inspection work is treated as a single function, management personnel will be descending upon operating officials in droves. The poor operating officials will be constantly entertaining 'visiting firemen' or 'parachute jumpers', as the travelling supervisors from headquarters offices are often called. In order to protect the field offices, the argument goes, inspection activities should be restricted to a single staff office." (J. D. Millett—Management in the Public Service, McGraw-Hill Book Co., Inc., New York, 1954, p. 108).

contact about their hardships and their view of administration.

(4) Nothing degenerates into a dead weight of routine more easily than the sheer bulk or size of inspections. It is, therefore, important to point out that an inspection need not necessarily cover every prescribed aspect of work or procedure. An inspecting officer should be free to pick and choose the aspects which he wishes to examine. It is particularly applicable to top officers who can with advantage pass lightly over petty details and routine matters. Their inspection should go much deeper and taken an overall view of the situation.

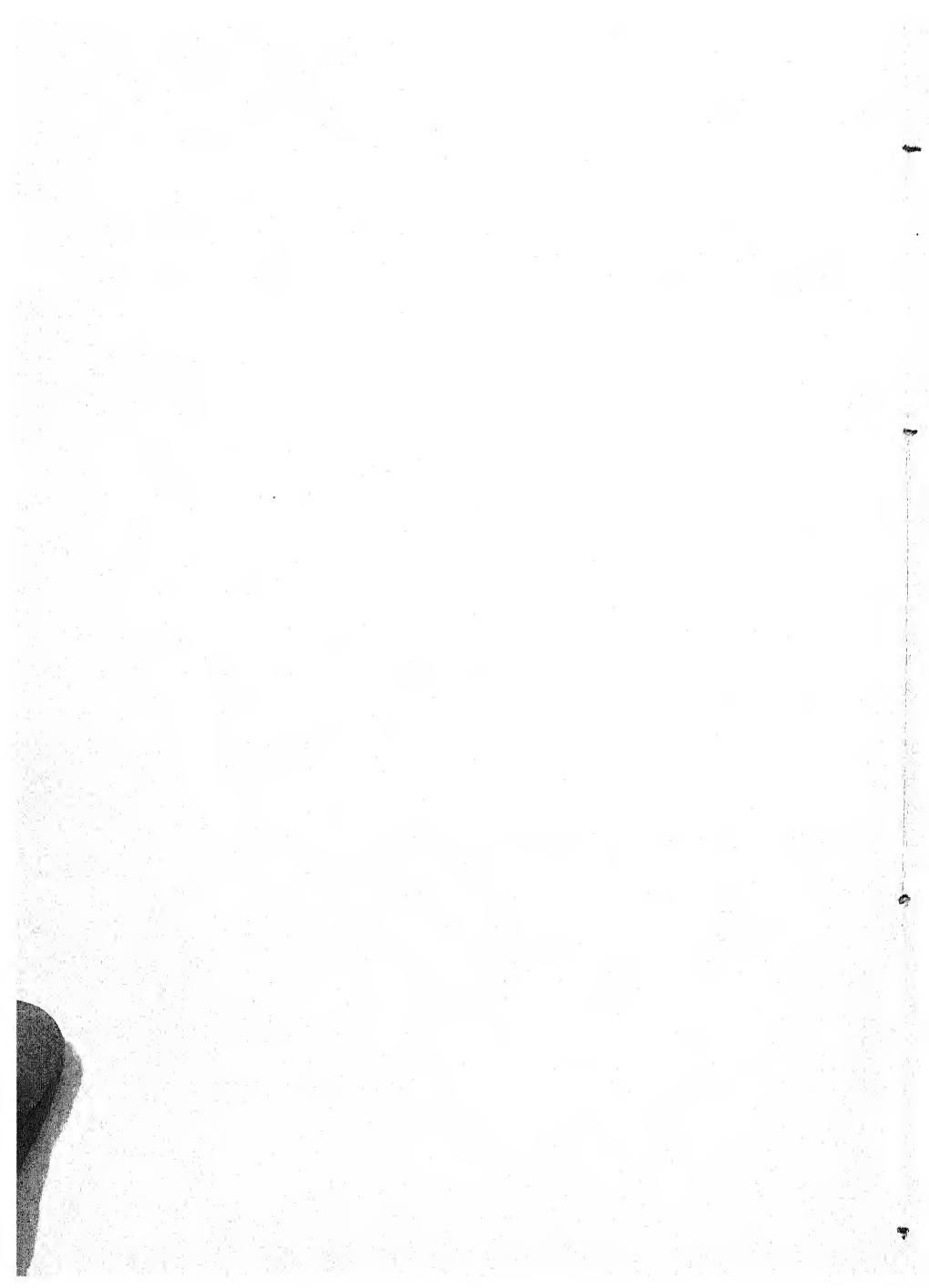
(5) Compliance of inspections indeed is among the most important problems which have a bearing on utility of inspections. This task should, however, be rendered easier by recognition of the principles mentioned earlier, namely, (a) the need for abandoning the old inquisitorial approach of inspections; (b) the need for developing built-in arrangements for improvement and reform within each organization; and (c) the need to win over those subjected to inspections by education and persuasion. Thus, arrangements like the setting up of an O & M cell within each District Office, designating a hand-picked Deputy Collector to take charge of this cell and generally of inspections, the institution of periodical review meetings, are measures which should help in this matter. Many of the other points, discussed earlier, would also help solve the problem of non-compliance, namely, reduction in the frequency of inspections and the size of inspection notes, enhancement of the status of external inspecting officers, etc.

(6) A word may not be out of place here about the format of inspections. It is suggested here that inspection notes, with advantage, may be divided in two parts. The first part should give briefly the organisation of office along with a brief job description of the staff. It should indicate the date when the office was last inspected and the extent to which compliance has been made of the last inspection. It should then enumerate all the items of work which were checked but no discrepancies

were found. The second part should consist of grave errors (minor errors should be rectified on the spot), indicating specific remedies to rectify them and positive suggestions to streamline the administration. Such suggestions should be grouped in separate paras. to draw pointed attention to them and, thus, make the task of compliance easier. The division of the report into two parts would have the additional advantage of distinguishing between points of major importance and others of minor importance. It is unrealistic to expect the busy officials to give attention to a vast miscellany of objections, major and minor ones lumped together. It is common experience that too often the long list of such items, and the voluminous correspondence that grows in the course of the disposal, effectively chill whatever enthusiasm the "progressive type" of officer may initially be inclined to display about inspections.

(7) Lastly, there should also be certain written or unwritten rules of the game. If an inspecting officer happens to overlook certain serious irregularity of embezzlement, he should not be made to explain this situation unless his *mala fide* intention is proved *prima facie* by other factors. Besides, the inspection note of a subordinate officer should not be criticized in the inspection note of the superior authority, as it takes away the prestige of the officer criticised. Further, controversial points should not be discussed in an inspection note. Whenever such a suggestion is given, it should be written in a separate note, which could be subjected to scrutiny from various angles at all levels and then suitable orders could be passed over it. If such a suggestion is written in an inspection note, the chances are of its being lost sight of.

APPENDICES



APPENDIX A

I. List of subjects to be dealt with exclusively by the District Collector

1. Universalisation and activation of panchayats.
2. Framing and implementing a phased programme of establishing an altogether new type of local authority in the form of over 360 Panchayat Unions; and the orderly transfer of power and staff and funds to them from District Boards.
3. Formulating and implementing new Rural Development orders designed to establish new relationships between the Panchayat Unions and the Revenue, Public Works, Highways, Co-operation, Agriculture, Animal Husbandry, Industries, Health, Medical and Education Departments.
4. Developing their activities (in co-ordination) through District Development Councils.
5. Powers and responsibilities relating to National Extension Service, Community Development and Local Development works programme.
6. Powers as Special Officer of the District Board under the Madras District Boards Amendment Act, 1957.
7. Certain special powers under the Madras District Municipalities Act (V of 1920).
8. Irrigation Cess Funds.
9. Powers under the Madras Requisitioning and Acquisition of Immovable Property Act (XLIII of 1956).
10. Powers and functions under the State Trade Scheme relating to Chemical Fertilisers.
11. Powers under the Madras Land Utilization Order and Intensive Cultivation Schemes.
12. Food Production Schemes—Reclamation of waste lands and River Pumping Schemes and Well Subsidy Schemes.
13. Powers to send confidential reports on all Gazetted officers of other Departments.
14. Jeeps and other Government vehicles.
15. Powers under the Madras Village Panchayat Act, 1950 (X of 1950)—Emergency powers to execute works, vesting of porambokes, water courses, etc.
16. Powers under the Madras Public Health Act (III of 1939)—Notification of epidemics, etc.

17. Powers under the Madras Agricultural Pests and Diseases Act (III of 1919). Notification of pests and diseases—Measures for prevention.
18. Powers under the Cattle Diseases Act (II of 1866). Measures to prevent spread of diseases—Closure of fairs, markets, etc.
19. Powers under the Madras Land Improvement Schemes [Contour Bunding and Contour Trenching Act, 1949 (XXII of 1949)].
20. Rural Water Supply and National Water Supply Schemes.
21. Harijan Welfare.
22. Powers under the Madras Forest Act, the Madras Preservation of Private Forest Act (XXVII of 1949) and matters relating to forests.
23. Fisheries, Mines and Minerals.
24. Small Savings and State Loans.

LAW AND ORDER

25. Powers under the Criminal Procedure Code.
26. Maintenance of Law and Order, and relationship with the District Superintendent of Police. (This will include handling of agrarian and labour situations).
27. Powers under the Indian Arms Act (Central Act XI of 1878).
28. Custody and maintenance of secret and strictly confidential documents.
29. Powers under the Madras Dramatic Performances Act (XXXIII of 1954).
30. Powers under the Indian Railways Act (IX of 1890). Revision petitions against awards relating to obstructing trees removed—Duties relating to railway accidents.
31. Powers under the Madras Prohibition Act (X of 1937).
32. Sub-Jails.
33. Powers under the Habitual Offenders Act (XI of 1948). Issue of notifications under Section 3.
34. Powers under the Places of Public Resort Act (II of 1883). Powers of revision of any proceedings under the Act.
35. Powers under the Railway Protection Act (IV of 1886).
36. Powers under the Madras Village Police Regulation (XI of 1816).
37. Powers under the Madras Children Act (IV of 1920).
38. Powers under the Madras Borstal Schools Act (V of 1926).
39. Powers under the Indian Registration of Foreigners Act (Central Act XVI of 1939).

REVENUE

40. Assignment of land.
41. Irrigation—Major and Minor.
42. Powers under the Madras Irrigation (Levy of Betterment Contribution) Act (III of 1955)—Powers to notify works, formation of advisory committees, etc.

43. Powers under the Famine Code.
44. Relief to victims of floods, fire, cyclone and other unusual calamities.
45. Powers under the Madras Compulsory Labour (Kudimaramat) Act, 1956.
46. Travelling Allowance bills of Deputy Collectors and other Gazetted officers of Revenue Department.
47. Powers relating to sanction and recovery of loans under the Madras Takavi Manual and other special loan schemes including evacuee loans.
48. Remission and Suspension of kist—Special.

GENERAL ADMINISTRATION

49. Elections.
50. State Functions and Ceremonies (Independence Day, Republic Day, etc.).
51. Visits of V.I.Ps.
52. Tenancy Laws—Administration of Tanjore Pannaiyal Protection Act, 1955; Madras Cultivating Tenants (Protection) Act, 1955; and Madras Cultivating Tenants (Fair Rent) Act, 1956.
53. Powers under the Wild Elephants' Preservation Act (I of 1873).
54. Powers under the Madras Rivers Conservancy Act (VI of 1884).
55. Powers under the Periyar Irrigation Banks (Preservation) Act (V of 1933).
56. Powers under the Madras Village Panchayat Act (X of 1950).
57. Powers under the Mettur Township Act (XI of 1940).
58. Powers under the Courtallan Township Act (XVI of 1954).
59. Powers under the Bhavanisagar Township Act (XXV of 1954).
60. Discretionary grants.

ESTABLISHMENTS

61. Powers of appointment, postings, transfers and leave of and above the level of Upper Division Clerks.
62. Powers to draw up lists of persons found to be fit for promotion to posts of Deputy Tahsildars and above.

II. List of subjects to be dealt with Exclusively by the District Revenue Officer

MAGISTERIAL

1. Powers under the Indian Explosives Act (Central Act IV of 1884).
2. Powers under the Indian Petroleum Act (Central Act XXX of 1934).
3. Powers under the Village Courts Act (I of 1889).
4. Powers under the Poisons Act (XII of 1919)—Issue of warrants for search of unauthorised possession or sale of poisons.

5. Powers under the Press Registration of Books Act—Declaration—Sanction of prosecutions (Central Act XV of 1903).
6. Powers under the Indian Citizenship Act (Central Act XV of 1903).
7. Powers under the Indian Citizenship Act (Central Act 57 of 1955).
8. Powers under the Tanjore Police Regulation (XI of 1816).

REVENUE

9. Land Revenue including surcharge and additional surcharge.
10. Powers under the Land Registration Regulation (XXVI of 1802).
11. Powers under the Madras Karnams Regulation (XXIX of 1802).
12. Powers under the Madras Village Land Disputes Registration (XII of 1816).
13. Powers under the Madras Revenue Recovery (Military Proprietors) Regulation (VIII of 1817).
14. Powers under the Madras Revenue Malversation Regulation (IX of 1822).
15. Powers under the Madras Subordinate Collectors and Revenue Malversation (Amendment) Regulation (VII of 1828).
16. Powers under the Madras Stamp Penalties Regulation (I of 1831).
17. Powers under the Madras Enfranchised Inams Act (IV of 1862).
18. Powers under the Madras Revenue Recovery Act (II of 1864).
19. Powers under the Madras Land Revenue Assessment Act (IX of 1864).
20. Powers under the Madras Limited Proprietors Act (IV of 1911).
21. Powers under the Village Officers' Restoration Act (IV of 1926).
22. Powers under the Bhavanisagar Reservoir Irrigation Cess Act (XVI of 1933).
23. Powers under the Madras Irrigation Voluntary Cess Act (XVI of 1942).
24. Powers under the Madras Lignite Acquisition of Lands Act (XI of 1953).
25. Powers under the Mettur Canal Irrigation Cess Act (XVII of 1953).
26. Powers under the Madras Agricultural Income-tax Act (V of 1955) as amended by Act (XXIX of 1958).
27. Powers under the Pudukkotti (Settlement of Inams) Act (XXIII of 1955).
28. Powers under the Indian Tolls Act (VIII of 1851).
29. Remission and suspension of kist—ordinary.
30. Powers in respect of village officers—under the Madras Hereditary Village Officers Act (III of 1895) and the Madras Proprietary Estates Village Service Act (II of 1894).
31. Administrative powers relating to the Land Acquisition Act (I of 1894).
32. Powers under the Madras Land Encroachment Act (III of 1905).
33. Alienation of land.
34. Powers under the Madras Irrigation Cess Act (VII of 1865)—Water rates.

35. Transfer of Registry—Revision petitions.
36. Powers under the Indian Income Tax Act (Central Act XI of 1922).
37. Powers under the Indian Stamp Act (Central Act II of 1899).
38. Powers under the Madras Survey and Boundaries Act (VIII of 1923).
39. Powers under the Madras Endowments and Escheats Regulation (VII of 1817)—Custody and disposal of real properties.
40. Powers under the Indian Treasure Trove Act (Central Act VI of 1878).
41. Public Ferries, Canals and Tolls.
42. Duties under the Madras Court of Wards Act (I of 1902).
43. Inams.
44. Suits including pauper suits.
45. Powers under the Indian Cattle Trespass Act (Central Act I of 1879)—Establishment of ponds, etc.
46. Plantations—Registration of coffee estates, etc.

SETTLEMENT AND CIVIL SUPPLIES

47. Powers under the Madras Estates (Reduction of Rent) Act (XXX of 1947)—Payment to landholders—Collection of rent.
48. Powers under the Madras Estates (Abolition and Conversion into Ryotwari) Act (XXVI of 1948)—Payment to landholders—Collection of assessment.
49. Powers under the Essential Commodities Act (Central Act 10 of 1955). The Madras Rice Mill Licensing Order—Control over distribution of wheat, maida and other foodstuffs (civil supplies work).
50. Disciplinary powers as specified in the Government Order.
51. Control over Government pleaders, pleaders doing Government work.
52. Powers under the Madras Cinemas Regulation Act (IX of 1955).
53. Powers under the Motor Vehicles Act as Regional Transport Authority.
54. Control over the Huzur Treasury and Sub-Treasuries and powers and functions under the Madras Treasury Codes, Account Code, Financial Code and Pension Code.
55. Powers under the Money Lenders Act (XXVI of 1957) and under the Madras Pawn Brokers' Act (XXIII of 1943).
56. Duties relating to the General Provident Fund and Contributory Provident Fund.
57. Powers under the Administration of Evacuee Property Act (Central Act XXXI of 1950)—Powers as Deputy Custodian.
58. Powers under the Indian Opium Act (Central Act XIII of 1857)—Issue and renewal of permits.
59. Powers under the Madras Registration of Births and Deaths Act, 1899—Nomination of checking officers—sanction of corrections.

60. Powers under the Ancient Monuments Preservation Act (Central Act VII of 1904)—Notification—Levy of penalties for damages.
61. Buildings—(1) Control, (2) Sale, (3) Reservation of Inspection Bungalows.
62. Rewards for destruction of wild animals.
63. Passports.
64. Records including stores, stationery, forms, etc.
65. Fair copy and despatch.
66. Office Procedure—Organization—Office system—Attendance—General discipline.
67. Opening of Tappals—Tappals will go to respective officers as per subjects in their charge.
68. Powers under the other Acts and Executive Orders not specifically mentioned in the list (residuary functions and powers).
69. Powers under the Madras Commercial Crops Market Act (XX of 1923).
70. The Madras Warehouse Act, 1951.

III. Concurrent list of subjects to be dealt with both by the District Collector and the District Revenue Officer

GENERAL ADMINISTRATION

1. Powers under the Madras Collectors Regulation (II of 1803).
2. Powers under the Madras Revenue Summons Act, (III of 1869).
3. Inspection of the office of Revenue Divisional Officers and other Special Deputy Collectors.

BUDGET AND ACCOUNTS

4. Budget and control of expenditure and reconciliation of treasury and departmental accounts according to subjects.

APPENDIX B

Distribution of work amongst the District Magistrate and the Additional District Magistrate (Executive)

MAGISTRATE AND COLLECTOR

1. Law and Order.
2. All matters of Policy pertaining to Politics, Labour Strikes, Communal matters and religious festivals.
3. Liaison between Civil and Army authorities.
4. Distribution of work amongst officers.
5. Training of Junior Officers.
6. Confidential reports about officers.
7. FDO and Confidential reports to Government, Commissioner and Heads of Departments.
8. Magh Mela (Allahabad).
9. Annual administration report (They would be prepared under the supervision of the A.D.M. and would be sent to D.M. for approval, final orders and signatures).
10. Rent Control and Eviction.
11. Anti-corruption.
12. Preventive Detention Act.
13. Appointment and removal of Honorary Magistrates and Assistant Collectors.
14. Complaint against gazetted officers.
15. Recommendations for appointment to Government service other than clerical.
16. Transfers, appointment and leave of Tahsildars and Naib Tahsildars.
17. Annual entries for officials would be sent by ADM 'E' for his approval and signature.
18. Arms licences of all categories throughout the District.
19. Refugees.
20. Flood Relief.
21. Natural calamities and scarcity.
22. Locust control.
23. Epidemics.
24. T.A. Bills of gazetted Officers ADM, (E) and ADM (P).
25. Adhyaksh, Antarim Zila Parishad.
26. Community Project and National Extension Service Blocks.
27. Chairman, District Cooperative Federation.

28. Chairman, Milk Supply Cooperative Union.
29. Chairman, District Cooperative Bank.
30. Registrar, Civil Marriages.
31. Quarterly, six monthly and annual statement of Criminal and Revenue Courts, except J.Os. (Judicial Officers) (to be sent through A.D.M. (E).
32. Appointment, transfer and promotion of a permanent nature.
33. Collection of Land Revenue, Takavi and Canal dues.
34. Takavi distribution.
35. Municipal Board, District Board and Improvement Trust.
- 36 Press.
37. Passport and visas.
38. Consolidation work.
39. Cinema and Entertainments.
40. Government vehicles.
41. Inspection notes of court staff of all Magistrates and Assistant Collectors, 1st Class, Honorary & Stipendiary, except J.Os.
42. (1) Inspection of Tahsildar's court work at the time of Tahsil inspection.
(2) Revisions under the U.P. Consolidation of Holdings Act.
(3) Inspections of the courts of City Magistrate and S.D.Ms. (Sub Divisional Magistrates).
43. Punishment of subordinate Government servants in disciplinary action.

ADDITIONAL DISTRICT MAGISTRATE

1. Civil Defence Scheme.
2. Internal Security Scheme under the close supervision of D.M.
3. Elections.
4. Court of Wards and Government Estates.
5. Land Records Work.
6. Muirabad Trust, Strangers' Home and Orphanages and work connected with Social Welfare.
7. Land Acquisition.
8. Soldiers' Board.
9. Agricultural Income Tax, and collection of all Government dues except land revenue, canal dues and Takavi.
10. Sales and execution.
11. Sanction of prosecution under Arms Act, Pure Food Act, etc.
12. Haj Committee and Maktab and Waqfs.
13. Pension cases.
14. Town Areas.
15. Pauper Suits.
16. Registrar, Births and Deaths.
17. Papers regarding village Chaukidars but final order to be obtained from D.M.
18. Supervision of Revenue and Criminal Courts except J.Os.

19. Government appeals in criminal cases but final orders of D.M. will be obtained in each case.
20. Court processes going to and coming from other Districts, including verification and transfer of undertrials.
21. Cases of remission of sentences.
22. Casual leave to all Naib Tahsildars.
23. Civil suits for and against Government.
24. Stamps.
25. Encumbered Estate Act cases.
26. Tahsil inspection notes of SDMs will be submitted to D.M. through A.D.M. (E).
27. Evacuee property.
28. Relief and Rehabilitation Work.
29. Land Reforms Work.
30. Inspection of the Courts of Tahsildars at the time of Tahsil Inspection.
31. Inspection of Courts of the II Class Magistrates Civil Benches, and Special Magistrates.
32. Inspection of all courts of the S.D.Ms. and S.D.Os.
33. Civil Supplies and Rationing.
34. Combined Office.
35. Copying Department, Criminal and Revenue Record Rooms.
36. English Record Room.
37. Treasury (He will send important papers to D.M.).
38. Collectorate Compound.
39. Electric Connections.
40. Library.
41. Raj Bhawan and Officers' Training School.
42. Domicile and other Certificates.
43. Casual leave of officials (Ministerial Staff).
44. Enforcement of punctuality in SDOs Court and Offices.
45. Inspection of Offices.
46. Departmental proceedings against officials (Collector's approval for suspension etc.) if necessary.
47. Cases under section 3 of the Rent and Eviction Act.
48. Excise.
49. Census.
50. Nazul.

APPENDIX C

Distribution of subjects

I. SUBJECTS RESERVED FOR DISPOSAL BY THE FULL BOARD

1. Finalisation of Deputy Collector's list.
2. Promotion of Deputy Collectors to District Revenue Officers and I.A.S.—Scrutiny and recommendations to Government by District Collectors in this behalf.
3. Recording confidential remarks annually on Collectors and equivalent Officers.
4. All policy matters of high importance like, reorganisation of the Board of Revenue, bifurcation of Districts, etc.
5. Any subject referred to the full Board by First Member either *suo motu* or at the request of a majority of other Members.

II. SUBJECTS RESERVED FOR DISPOSAL BY THE COLLECTIVE BOARD CONSISTING OF ALL THE MEMBERS SITTING IN THE BOARD'S OFFICE, CHEPAUK

1. Acts and Bills.
2. Creation and re-distribution of Revenue Divisions and Taluks.
3. Gazetted Officers other than officers of the former Excise Department and Commercial Tax Department, conduct, probation, periodical confidential reports and punishments.
4. Gazetted Officers of the Commercial Tax Department (including the former Excise Department) — conduct, selection, promotion, probation, periodical confidential reports and punishments.
5. Grant of Dry Remissions.
6. Court of Wards (Matters of special importance).
7. Licences for the use of lands and buildings within the limits prescribed for the collective Board in Board's Standing Order No. 24-A.
8. Placing of lands and buildings at the disposal of local bodies or private institutions and exemption of land revenue within the limits prescribed for the exercise of powers by the collective Board in Board's Standing Order Nos. 24(11) and 24(17).
9. Irrecoverable losses of public stores, public money and irrecoverable costs in civil suits or appeals within the limits prescribed for the exercise of powers by the full Board in Appendix 23 to the Madras Financial Code, Volume II unprofitable outlay over well works and consequent write-off.
10. Jamabandi Administration Reports.

III. SUBJECTS ASSIGNED FOR DISPOSAL BY TWO MEMBERS
VIZ., COMMISSIONER OF LAND REVENUE, COMMERCIAL
TAXES, PROHIBITION AND TRANSPORT, AND THE
COMMISSIONER OF LAND REVENUE

1. Conduct of Public Servants of the Grade of Tahsildars and Deputy Tahsildars of the Revenue Department and Deputy Commercial Tax Officers and Assistant Commercial Tax Officers of the Commercial Tax Department.
2. (i) Petitions or memorials against appointments and appeals against termination of probation and punishments from public servants of the grade of Tahsildars and Deputy Tahsildars of the Revenue Department and Deputy Commercial Tax Officers and Assistant Commercial Tax Officers of the Commercial Tax Department.
(ii) Appeals against termination of probation and punishments (except censure and stoppage of increments) from the Superintendents working in the office of the Board of Revenue including the Excise and Commercial Tax Branches.
3. Standing orders relating to land revenue and irrigation subjects.
4. Lists of approved candidates for appointment to posts of Tahsildars and Deputy Tahsildars of the Revenue Department and Deputy Commercial Tax Officers and Assistant Commercial Tax Officers of the Commercial Tax Department.
5. Kistbandi.

IV. SUBJECTS ASSIGNED FOR DISPOSAL BY SINGLE MEMBER

(a) Commissioner of Land Revenue, Commercial Taxes, Prohibition and Transport

1. The Indian Stamp Act of 1899, Court Fees Act of 1870 including Court Fees in pauper suits and The Madras Court Fees and Suits Valuation Act of 1955.
2. Appeals under the Indian Arms Act, 1878, the Indian Explosives Act, 1884, and Madras Motor Vehicles Taxation Act, 1931.
3. Administration of Evacuee Property Act of 1950.
4. Appeals relating to licences granted under the Petroleum Rules.
5. The Madras Cinemas (Regulation) Act, 1955.
6. Miscellaneous—Madras Travelling Allowance Rules, general questions, tolls, advances, boats, motor vehicles and emigration.
7. Revenue Administration and Control under—
 - (1) Madras Prohibition Act, 1937 and the rules made thereunder.
 - (2) Opium Act, 1878 and the rules made thereunder.
 - (3) Dangerous Drugs Act, 1930 and the rules made thereunder.
 - (4) Medicinal and Toilet Preparations (Excise Duties) Act, 1955 and the rules made thereunder.
 - (5) Spirituous Preparations (Inter State Trade and Commerce) Control Act, 1956 and the rules made thereunder.

- (6) Madras General Sales Tax Act, 1959 and the rules made thereunder.
- (7) Madras Sales of Motor Spirit Taxation Act, 1939 and the rules made thereunder.
- (8) Madras Betting Act, 1935 and the rules made thereunder.
- (9) Central Sales Tax Act, 1956 and the rules made thereunder.
- (10) Madras Entertainments Tax Act, 1939 and the rules made thereunder.
8. Revisional powers under the Madras General Sales Tax Act, 1959, Madras Sales of Motor Spirit Taxation Act, 1939, Madras Entertainments Tax Act, 1939, and Central Sales Tax Act, 1956.
9. Appeals relating to enrolment of Sales Tax practitioners.
10. Suits and legal matters and payment of fees to Law Officers in cases relating to any subject under his control.
11. Budget Estimates of receipts under—
 - (1) VIII.—State Excise Duties.
 - (2) XII A.—Sales Tax — Receipts Under Madras General Sales Tax Act, Central Sales Tax Act and Madras Sales of Motor Spirit Taxation Act.
 - (3) XIII.—Other Taxes and Duties—Receipt under Madras Entertainment Taxes Act, Madras Betting Tax Act, and Madras Tobacco (Taxation of Sales and Registration) Act.
12. Budget Estimates and Control of expenditure under—
 - (1) 12-A.—Sales Tax—Charges relating to Madras General Sales Tax Act, Central Sales Tax Act and Madras Sales of Motor Spirit Taxation Act,
 - (2) 13.— Other Taxes and Duties—Charges relating to Madras Betting Tax Act.
 - (3) 62-B.—Other Miscellaneous Contribution and Assignment—Payment of net proceeds to Local Authorities—b. Entertainment Tax.
13. Arrear claims under 12-A.—Sales Tax
14. Public Services and Servants—
 - (1) General Administration of the Department—Miscellaneous petitions, etc., against promotion and punishments from the Officers of the Commercial Tax Departments—Petitions and Complaints, containing allegations against the Officers of the Commercial Tax Department.
 - (2) Matters relating to former Excise Department.
 - (3) Petitions and memorials against appointments from the Superintendents (Commercial Tax Branch) and appeals against termination of probation and punishments from clerks (Commercial Tax Branch) and appeals and revision petitions against orders of Deputy Commissioner of Commercial Taxes in regard to staff working under them.
15. Stores, stationery and forms relating to Commercial Taxes Branch.
 - (b) *Commissioner of Civil Supplies*
 - (1) Civil Supplies:
 - (i) Direction, co-ordination and enforcement of measures for the

distribution of foodgrains and for the control of prices in the State in accordance with the policy laid down by the Central and State Governments from time to time.

- (ii) Regulation of storage and movements of foodgrains within the State and their exports to places outside the State subject to any general orders of the Government in their behalf.
 - (iii) Watching the state of supplies of foodgrains and trend of prices by close liaison with the trade, the public, the railway, shipping and other authorities and heads of Departments concerned and taking such action as may be considered necessary for distribution or control.
 - (iv) Advising the Government on any matters connected with supplies of foodgrains and prices and transport in relation thereto.
 - (v) Administration of foodgrains control orders and other orders relating to Civil Supplies issued by the Central and State Governments.
 - (vi) Guiding and directing the Collectors and other District Officers in respect of the matters referred to above.
 - (vii) Administration of State Trading Schemes.
 - (viii) Petitions against appointments, and appeals against termination of appointments and punishments from Civil Supplies employees in the Board of Revenue (Civil Supplies and the subordinate officers).
- (2) Weights and Measures.
- (3) Motor Vehicle Maintenance Organisation.

(c) Commissioner of Land Revenue

1. General control and administration of land revenue and village establishment.
2. Land revenue and cess collections, revenue sales and irrecoverable arrears.
3. Special funds (other than irrigation cess fund) copyists and examiners and process establishments.
4. Placing of lands at the disposal of the local bodies or private institutions and exemption of land revenue other than cases referred for disposal by the collective Board. Transfer of lands from one Department to another and State Government to Central Government and *vice versa*.
5. Religious and charitable endowments, yeomiah, beriz, deduction, money allowances, assignments of land revenue and political pension.
6. Village officers' appeals and petitions relating to claims to office, appointments and punishment.
7. Office procedure (District Office Manual) office inspections and custody of records.
8. Loans under the L.I.L. Act XIX of 1883 (Central) and Agriculturists' Loans Act XII of 1944 (Central) and XVI of 1935 (Madras Amendment Act).

9. General control and administration of minor irrigation establishments.
10. Irrigation—Maintenance of minor irrigation sources and Kudimaramath Irrigation cess fund—Irrigation panchayats.
11. Land acquisition and allied matters.
12. Miscellaneous :
 - (a) Transfer of villages from one Taluk to another.
 - (b) Administration of cattle pounds and Cattle Trespass Act.
 - (c) Public buildings.
 - (d) Establishment of telegraph offices and telephones.
 - (e) Fisheries.
 - (f) Ferries.
13. Budget estimates and control of expenditure and receipts under:
 - (1) Land Revenue.
 - (2) Pound Fund receipts.
 - (3) Other miscellaneous heads.
 - (4) Irrigation works—works for which neither capital nor revenue accounts are kept—Minor Irrigation.
 - (5) Interest on loans and advances by State Government—Advances to cultivators.
 - (6) Loans and Advances—Land Improvement Loans and Agriculturists' Loans Act Recoveries.

Charges—

 - (1) Land Revenue
 - (2) Board of Revenue (Land Revenue Branch)
 - (3) District Administration
 - (4) Cattle pounds
 - (5) Other miscellaneous heads
 - (6) Irrigation works—Works for which neither revenue nor capital accounts are kept—Minor irrigation.
 - (7) Discretionary grants by Collectors.
 - (8) Irrecoverable temporary loans, written off loans and advances by State Government—Advance to cultivators.
 - (9) Loans and advances by State Government—Advance under the L.I.L. and Agriculturists' Loans Act.
 - (10) Cost of demarcation of boundaries.
 - (11) Stationery and printing, printing at private presses.
14. Forest Panchayats—Administration including budget estimates and control of expenditure under Forest Panchayat and Assignments and compensations (receipts and charges).
15. The Madras Preservation of Private Forests Act, 1949.
16. Destruction of wild animals and grant of rewards.
17. Vital statistics, vaccination and cattle diseases.
18. Fodder and grazing.
19. Soil conservation and contour bunding.
20. Contributory Provident Fund, Pension scheme.
21. Civil Service Regulations.

22. Alphabetical list of villages.
23. Railway Protection Act, 1886—Tanks affecting railways—Repairs.
24. Board's Standing Order 7—Use of water for irrigation from works not controlled by Government.
25. Use of water for industrial purposes.
26. The Tanjore Tenants and Panniyal Protection Act, 1952, and The Madras Cultivating Tenants Protection Act, 1955.
27. The Madras Indebted Agriculturists (Temporary Relief) Act, 1954.
28. Agricultural Pests and Diseases Act, 1919.
29. Treasuries and the custody of public money.
30. Famine.
31. Vanamahotsava (National Tree Planting).
32. Suspension and remission of land revenue under B.S.Os. 13 and 14—Appeals and Miscellaneous petitions relating to remissions.
33. Fire, Accidents, Floods and Epidemics.
34. Madras Plantations Agricultural Income-Tax Act, 1955.
35. Village and Taluk accounts.
36. Court of Wards—General control and administration.
37. Appeals under rule 5 of the rules framed under sub-section (4) of Section 4 of the Madras Impartible Estates Act, 1904 (Madras Act II of 1904) as amended by Madras Act III of 1934.
38. Petition or memorials against appointment and appeals against censure and stoppage of increments from the Superintendents, Board of Revenue (Land Revenue and Irrigation).
39. Petitions or memorials against appointments and appeals against termination of probation and punishments from clerks and Typists of the Board of Revenue (Land Revenue).
40. Escheats.
41. Municipal and Local Boards and Town Planning Acts.
42. Matters relating to aboriginal and backward tribes.
43. Cantonments, Cantonment rules, troops and camping grounds.
44. Village and Panchayat Courts.
45. Laccadives and Amindivis.
46. Treasurer Trove.
47. Election—General, Municipal, Local Boards—Panchayat Boards and Electoral rolls.
48. Irrigation Projects—Water rates—Control of irrigation and statistics—General questions relating to irrigation.
49. Debt Conciliation Boards (Act XI of 1936 and G.O.369, Home, dated 17th December, 1936). The Madras Agriculturists' Relief Act, 1938.
50. Appeals and revision petitions under the Madras Estates Land Act in respect of the Estates under the Management of the Court of Wards.
51. Appellate and revisional jurisdiction conferred on the Board of Revenue under Section 45 (3) and the rules under Section 45 of the Madras Court of Wards Act I of 1902.

52. Assignment, Leases and disposal of Land.
53. Relinquishments.
54. Encroachments.
55. Cowles and Tree pattas.
56. Merger of States.
57. Separation of Judiciary from the Executive.
58. Community Development and National Extension Service.

(d) Commissioner of Land Reforms and Food Production

Land Reforms—

1. (i) Matters connected with Land Ceiling Legislation.
- (ii) Administration of the Land Ceiling Act (*when it becomes law*).

Settlement—

2. Settlement and resettlement of Ryotwary tracts.
3. Maintenance of frontier boundaries and settlement of frontier disputes.
4. Maintenance of Revenue Records and Registration.
5. Appeals under the Madras Limited Proprietors Act (Act IV of 1911).
6. Madras Inam Assessment Act, 1956.
7. Questions relating to the Inam Settlement.
8. Maintenance of Records of the Inam Settlement.
9. Act XXX of 1947—Rout Reduction Act.
10. Act XXVI of 1948—Estates Abolition Act.
11. Act I of 1908—Estates Land Act.
12. Act XIV of 1947—The Madras Estates Communal Forests and Private Land (Prohibition of Alienation) Act.
13. Act XXIV of 1949—Madras Tenants and Ryots' Protection Act, 1949.
14. Act XVIII of 1943—Madras Irrigation Works (Repairs, Improvements and Construction) Act.
15. General Control and Administration of the Survey and Settlement Establishments.
16. Surveys, re-surveys and revision surveys.
17. Records of Rights and Settlement of Rents in Estates and (Appeals and Revision petitions) under Chapter VI of the Estates Land Act.

Food Production—

18. Five Year Plan Schemes.
19. Food Production.
20. Rural Water Supply and Borewells.

APPENDIX D

Statement showing the Monthly Dafter Inspection

Name of the Unit: O. & M. Unit.

Name of the Clerk in Unit: Shri.....

Compilation

Name of the A.K. in whose charge Unit is : Shri.....

Have the instructions given at the time of the previous inspection been complied with by the clerk? If not, why not?

Whether the clerk has kept the dafter in the six bundles? Yes/No

Within					
A week	A fort-	1	2	3	Over 3
	night	month	months	months	months

State the total No. of pending cases with the clerk.

State the total No. of await cases with the clerk.

NOTE—Explanation for the cases pending over 3 months should be given.

Is the clerk punctual in sending periodicals? If not, why not?

Whether the papers due for filing regularly every month in record?

Whether 'D' papers are destroyed by head of branch and the year No. 'D' papers which have due for destruction.

Is the clerk disposing of the papers chronologically, and according to the urgency? If not, why not?

Are all the live entries watched and reminders issued monthly in all the await cases?

Have the S. O. files properly indexed papers and maintained subject-wise uptodate?

Whether the clerk has kept 'D' papers according to terms with lables over them showing the terms after which they become due for destruction?

What is the No. of Government reference pending with the clerk and is the Government reference register maintained uptodate?

Whether the compliance of inspection notes village government, etc., is being attended to?

Give instructions to the clerks.

APPENDIX E

Information required at the inspection of Collectorates by the Commissioner

PART I.—GENERAL

Please put up :

1. Administrative Member's last inspection note with compliance report.
2. Commissioner's last inspection note with compliance report.
3. Chief Inspector, and Inspector of Offices' last inspection notes with compliance reports.
4. Statement showing the inspections made of the various Departments including library in the Collector's Office in the following form during the current financial year. Guard files of all concerned should be put up.

Name of Department	By Collector	By A.D.M.	By O/Cs of various Departments	By O.S.	Date of Inspection	Detailed/ Cursory
1	2	3	4	5	6	7

What arrangements have been made to see that compliance reports on inspection notes are not unduly delayed.

5. Chart showing whether all the quarterly inspections by Presiding Officers including Honorary Magistrates and Tahsildars of their court clerks have been made during current year.
- 5A. Inspections of District Supply and Rent Control and Eviction Officer's office by the District Magistrate as required in D.O. No. C-1818/XXIX-C-1958, dated May 27, 1958 from the Commissioner, Food & Civil Supplies, U.P., Lucknow, and by the District Supply Officer of his own office.
6. A list of Police Stations in each Sub-Division and the dates of their inspections by the D.M., and each of the S.D.Ms. during current year.
- 6A. A statement showing the detailed and surprise inspections of the Police Stations by the S.D.Ms. under their Sub-Division, c.f. G.O. No. 3064/VIII-A/2428-50, dated June 20, 1961.
7. Statement showing inspections of Jail and the lock up, if any, by the D.M./A.D.M. with reasons if no inspection has been made in a month during the current year.

8. A statement showing compliance of B.O. No. 93/G-5-363/1955, dated September 8, 1958 regarding inspections of L.M.Cs. by the Collector, S.D.Os., Tahsildars and others.
9. Statement showing number of villages under Consolidation inspected by the D.O./Dy. Director of Consolidation as required by Revenue (A) Department G.O. No. 1001/CH/IA-137-1959, dated March 14, 1959.
10. Statement showing inspection made by S.D.Os. regarding correction and maintenance of Jamabandis and whether current demand of each Tahsil has been correctly worked out etc., as required by B.O. No. 38/5-A-1039/58, dated April 16, 1959. The inspection note of S.D.Os. in this connection may also be put up.
11. Statement showing inspections of Blocks during the year by District Magistrate/ Additional District Magistrate.
12. A statement showing inspections of Tahsils by D.M./A.D.M./S.D.M. in the following form :—
 - (1) Name of Tahsil.
 - (2) Date of Inspection.
 - (3) By D.M./A.D.M./S.D.M.
 - (4) Detailed or cursory.
- 12A. A statement showing the inspections of collection work in Tahsils by the S.D.Os. who have to do this at least once a month and who also have to carry out as many checks as possible C.F. B.O. No. 157/2-Colln. 138B/59, dated September 22, 1959 read with B.O. No. 42/2 Colln. 203B/(30)/60, dated December 6, 1961.
13. Collector's permanent Order Book, Temporary Order Book and Office Order Book (Guard Books.)
14. Have annual entries been made in the character rolls of all officials for the year ending last March ?
Examine a few rolls.
Having adverse portions of the entries with complete entry communicated to the official concerned and their acknowledgements obtained ?
15. Are Service Books maintained up-to-date ? Check a few.
16. Distribution of work amongst the officers with date of their posting to the District.
17. Register of Rotation of Officials.
18. Attendance Register of all officers together with Collector's Surprise Inspection Book to check up punctuality.
19. A copy of the Tour Instructions issued in the District for the current year.
20. A statement showing in respect of each Officer separately for every month during the preceding one year:
 - (a) the number of days spent on tour
 - (b) the number of night halts
 - (c) total of (a) and (b) separately for the year.

21. (a) List of unanswered references of *Receipts* pending in the District, month-wise figures for the last year and up to date of inspection in the present year.
- (b) Similar list in respect of *Issues* prescribed under para. 1152B, Revenue Manual, Vol.II.

Brief particulars of three oldest cases of both Receipts and Issues be furnished.

22. Statement showing appeals and representations to Higher Authorities concerning 25-General Administration and Land Records establishments are forwarded without delay and that disciplinary proceedings are dealt with expeditiously.

- 22 (a). A statement showing promptness in the disposal of disciplinary cases against Government servants C.F. G.O. No. 1284/II-B-99-1960, dated April 11, 1961.

23. (a) *Stock books of furniture :*

Name of gazetted officer who physically verified the stock with date of verification and list of missing articles.

- (b) *Register of Perishable and Consumable goods :*

Has the O.S. checked the entries regarding new purchases as shown in the Stock Book of Furniture with the contingent register every month?

Show compliance of B. O. No. 5520-70/XII-570A/58, dated April 15, 1960, regarding supply of furniture to Gazetted Officers' Residence Office room.

- (c) *Stock books of Arms with description of Serviceable and Unserviceable Arms :*

Name of the gazetted officer who physically verified the stock with date of verification.

Has action been taken to dispose of all unserviceable weapons as required under para. 2 of G.O. No.4637-2/8-1531-47, dated October 1, 1947? Report about unserviceable cartridges.

24. Have shops of vendors of Arms and Ammunition been inspected ? Please put up a list with dates of inspections made with the names of Inspecting Officers during the year.

25. A comparative statement of expenditure during the last two financial years and up to date in the current financial year separately under the following heads:

1. Hot and cold weather charges.
2. Printing and binding charges.
3. Repairs of furniture and purchase of stationery (Local purchase)
4. Tour charges.
5. Purchase and repairs of typewriters.
6. Purchase of books and periodicals.
7. Purchase and repair of bicycles.

(Put up with the bicycle log books).

8. Liveries and clothing.

9. Government vehicles.
10. Telephone charges.
11. Diet money in criminal cases.
12. Postage and telegram charges.
13. Rewards in police cases.
26. Statement giving the monthwise totals of expenditure under different heads in the Nazir's accounts for the financial year April to March.
27. (a) A statement of expenditure on trunk calls monthwise from 1st April, 1960 to upto date during the current financial year with corresponding figures of last year.
(b) Are the trunk call bills verified by the Collector each month?
28. A consolidated statement for the District showing for each officer the T.A. drawn by him for each month from October 1958 to the present date.
29. (a) A list of all funds (other than those included in the Provincial Budget) which are held or managed by the Collector, or by any of his subordinate officer.
(b) A note showing:
 - (i) the origin or authority for the fund, and
 - (ii) whether audited. If so, when and for what period and by whom. The audit note should be placed with each account book along with the compliance report.
 - (iii) Present balance in hand.
 - (iv) Annual income.
 - (v) Annual expenditure.Information in respect of items (iii) to (v) is required for the last three years for each fund.
30. (a) Registers Nos. I to VII maintained by the Nazir with particulars of items outstanding in the books of the Nazarat for more than three months.
(b) Is there any amount with the Nazir contrary to the provisions of para. 1427, Revenue Manual, Vol. II?
31. Register showing income from Court compound under all heads during the last two years and the current year.
32. Statement showing arrears, demand, collections and balance of all Government dues separately.
33. A comparative statement for the last three years and the current year of the number of arms licences under different categories, separately for guns/rifles and pistols/revolvers issued and cancelled.
4. (a) Put up register of records sent out of the Revenue Record Room (Para. 1278, Revenue Manual, Vol. II) quarterly with Collector's orders thereon and those requisitioned by courts under para. 1296.
(b) Put up register in respect of the Criminal Record Room with quarterly lists and Collector's orders thereon.

35. Monthly and yearly statements of income from Inspection and Requisition Fees for the last two years and up to date of inspection in the present year separately for both Revenue and Criminal Record Rooms.
36. (a) Have all the birth and death registers been received from the Thanas?

Give a list of Thanas which have not yet sent them and the years for which they are still due. Have the Gaon Sabhas sent the latest birth and death registers?

(b) Give the number of Bastas required for the Revenue and Criminal Record Rooms and the allotment received for the same. Is the allotment adequate?

37. (a) A statement showing monthwise the number of applications for (1) Revenue (2) Criminal copies instituted and disposed of during the current year. The percentage of urgent to ordinary applications should be given.

(b) A statement for each month from 1st April during the current year showing the number of ordinary applications issued after a fortnight and urgent applications issued after 48 hours in the following form:

<i>No. of ordinary copies issued after a fortnight.</i>		<i>No. of urgent copies issued after 48 hours.</i>	
Revenue	Criminal	Revenue	Criminal
April, May, etc.			

38. Show the progress in the preparation of pension papers of Government servants.
39. Statement of cases received from Deputy Superintendent of Police (Complaint) for disposal.
40. A note regarding correct maintenance of Gaon Samaj Fund relating to transfer of funds and working of Personal Ledger Accounts correctly, effectively and expeditiously in the Districts and Tahsils (B.O. No. 18/G-5-537/1959, dated 2nd March, 1960).
41. List of officials required to give securities. Has any official not given such security?
42. Have all clerks maintained diaries showing disposal of references received by them?
43. Schedule of new demand for the conversion of temporary posts into permanent ones for the preceding years and that proposed for the following year.
44. (a) In the list of ex-employees and outsiders for appointment as paid apprentices is properly maintained in accordance with Government's instructions C.F.B.E. No.14273-3-26/XII-267A/53, dated 19th September, 1961.
44. Has proper sanction of temporary Government servants working in District Offices obtained from the competent authorities?
45. Is there any unqualified ministerial Government servant working in the District Office whose exemption from educational qualifications

has not yet been obtained or refused by Government? If so, give reasons.

46. Show the precautions taken against loss of court files in accordance with B.O.No.6597-650/XII-645C, dated 28th April, 1960.
47. List of arrears claims requiring pre-audit by the Accountant General with reasons of delay. Have they been referred to competent authorities for sanction of investigation by the Accountant General?
48. A short note on revenue (B) G.O.No.11202/IB-1329B/1954, dated 3rd December, 1954, from the Collector indicating the present position with special reference to extraneous duties, if any, entrusted to Lekhpals and Supervisor Kanungos.

PART II.—RE-ORGANIZATION

49. (1) Furnish information along with reasons regarding such items of Re-organization Scheme which have not yet been implemented. Put up files in which references have been made to Government/Board/Commissioner in these matters.
(2) *Buildings and Compound*.—Give last three years' allotment and expenditure and your requirements and allotments for the current year. Also put up last Schedule of Demand/Classified List of new works sent to the Board through the Commissioner.
(3) *Furniture*.—Give last three years' allotment and expenditure and current year's demand and allotment.

Put up a list showing the new furniture supplied to Tahsils and also purchased for the Collectorate out of the allotment made for the purpose during the last and the current years.

PART III.—COURTS

Please put up:

50. Statement of fines levied, recovered, amount pending court-wise.
51. Statement of appellate work done by the Collector month-wise from last April.
52. Do presiding officers of courts on transfer hand over an account of files or cases which they passed on to their successors?
53. Are provisions of para. 13 of the Hand Book properly complied with?
54. Have all registers been maintained as required by para. 38 of the Hand Book for criminal and revenue courts?
55. Are certificates given by presiding officers in their quarterly reports in their own handwriting to the effect that no records requisitioned from Record Rooms have been unnecessarily retained by the Ahalmads?
56. A note for the presiding officer of each court whether Rules 6, 14 and 15 of the General Rules (Criminal) Chapter IX regarding fines are being observed. Any breach of rules in any month should be mentioned in the note.

57. Have separate days been fixed for revenue cases?
58. Give a list of criminal, rent and revenue cases (excluding partition cases) in which there have been 15 or more adjournments. In the case of criminal cases the number of adjournments should be counted from the date on which all the accused were present in court. The number of adjournments given in the time of the present officer and the number of adjournments given by presiding officers before him should also be stated.
59. Give a court-wise statement and particulars of all pending cases in which arguments were heard more than a fortnight ago, but the judgment have not been delivered. Mention the dates when the arguments were heard and the date noted in the order sheets for the delivery of judgments in respect of all such cases.
60. Statement showing court-wise, the number of transfer applications moved against them as under :—

Number of applications received.

Number of applications allowed.

Number of applications rejected.

This information will be with effect from January 1, each year.

61. Statement showing the number of cases decided ex-parte by each court during the previous one year, as also the number of such cases restored. Give figures separately for each month.
62. Give up-to-date figures of consignment of both revenue and criminal files for the whole District for the period noted below along with figures of disposal.

Revenue Files

1958-59

1959-60 up-to-date

Criminal files

1959

1960 up-to-date

63. Courtwise statement of witnesses detained for more than one day.
64. Courtwise statement of undertrials who are in jail for over:
1 M*, 2 M, 3 M, 4 M, 5 M, 6 M, and above with dates and reasons in cases pending over 3 months.
65. Income statements of various courts and details of action taken under various Board's orders vide B.O.No. 10156-206/BR/Judl. Ex/4090, dated April 30, 1956.
66. Statement showing number of cases pending under the Preventive Sections of Cr.P.C. (Section of Cr.P.C. u/s 107, 109, 110, 133 and 145) on January 1960 and also showing up-to-date position.
67. Statement showing action under Sections 202 and 250 of the Cr.P.C. in different courts in view of instructions in G.O.No. 376(1)/VI-836/59, dated April 4, 1960 in connection with prosecution of innocent persons on false complaints of private parties.
68. Courtwise statement of case work of all courts in the following form :

*M=Month.

CRIMINAL COURTS

For January 1, 1960 to date

Sl. No.	Name of Court & Present Presiding Officer with date of posting	Previous Balance	Institutions	Total	Transferred to other courts	Disposal	Balance	No. of cases three months old
1	2	3	4	5	6	7	8	9

APPENDICES

REVENUE COURTS

For revenue year 1959-60 and up-to-date

Sl. No.	Name of Court & present Presiding Officer with date of posting	Previous balance	Institutions	Received by transfer	Restored	Total	No. of cases disposed of
1	2	3	4	5	6	7	8
No. of cases transferred.		Balance	No. of cases over six months		Remarks		
9		10	11		12		

69. Statement for the period as above for cases mentioned in nos. 67, and 68 for Special and Honorary Magistrates.
 70. Uptodate statement showing progress of ZAF, ZAC, Adhivasi and R.G. work for each Sub-Division separately and also a consolidate statement for the whole District.
 70. (a) Present position of amaldaramad and confirmation of Bhoodan declarations. Give details for each Sub-Division and also a consolidated statement for the whole District.
 71. Put up pending E.E. Act cases showing action taken in each case, cause of delay and progress made so far as required by B.O.No. 16274-300/XII-574C, dated 6th September, 1958.
 72. Statement showing institution, disposal and pending balance of each of the following types of cases together with the date of the three oldest cases and explanation for their non-disposal :
 1. Land Acquisition Act cases.
 2. Sales Tax Act cases.
 3. Excise Act cases.
 4. Adulteration Act cases.
 5. Cases under the Essential Supplies etc.
- Show the action taken on Board's D.O.No. 8327-7/10(L.A.)-13/60, dated April 27, 1960 regarding expeditious disposal of land acquisition cases.

Agricultural Income Tax

73. (a) Does the Assessing Officer maintain an order sheet in each case as directed in Board's D.O.No. 6753/6801/IT-27/49, dated 27th October, 1949? Show a dozen files and the B.O.
- (b) Has the Assessing Officer inspected registers in Forms nos. AIT 13 and 14 maintained at District Office and made an endorsement to this effect? Show the registers.
- (c) Have the Assessing Officers scrutinized the demand registers and reported all dues including penalties to the Tahsildars for recovery?
74. Are Tahsil records posted up to date?
75. Please put up a statement showing particulars of the items pending realization over six months with reasons for non-recovery.
76. Put up a statement showing the progress in connection with the establishment of lekhpals in the proforma A & B attached to B.O. No. 18186-233(4)-II-A-303, dated 10th November, 1961.

APPENDIX F

Information to be put up personally by the Tahsildars at Inspection of Tahsils by the Commissioner

1. Have the District Officers and the S.D.Os. made the prescribed inspections? Have the inspection notes been complied with?
2. Dates when the Tahsil was last inspected in detail by the District Officer and the S.D.O.
3. Distribution of work between the Tahsildar and the Naib Tahsildar. When was the distribution last approved by the Collector?
4. Have the Tahsildar and the Naib Tahsildar inspected the work of subordinate officials regularly and with thoroughness?
5. Has the Tahsildar submitted to the District Officer a tour diary monthly from November to March showing the villages he has visited and giving a brief account of his local inspections?
6. Has the Collection Officer inspected the Collection Naib Tahsildar's work and checked the accounts of land revenue collection? Give figures of collections of all Government dues indicating the demands under each category.
- 6.(a) Was Khatawise bebaqi achieved in liquidating the arrears? Give separate figures for khatawise demands and collections.
7. Give figures of takavi advances under both Acts and indicate amounts outstanding, together with amounts collected.
8. After the abolition of the post of Collection Officer, what action has the S.D.O. taken to see that all Government dues are collected in full and in time?
9. Have ledgers been opened for all advances of takavi sanctioned? What procedure is adopted in respect of applications for takavi and are such applications disposed of promptly? What is the average interval that elapses between the filing of the application and the actual receipt of the money.
10. Perusal of Tahsil Inspection Book in R.D. Form No. 339 with orders and compliance thereon.
11. Whether a "Supplement" to the Tahsil Inspection Book has been maintained and submitted every three months to the Collector through the S.D.O. and whether all Departments have been inspected.

BUILDINGS

12. Are the buildings sufficient and in good order? Are repairs effectively carried out and by what agency? Give total expenditure under this head during the last three years separately for each year.

13. Is there sufficient accommodation for jamadars and peons and do they occupy the lines provided for them and do they look after the compound?
14. What are the incomes from Tahsil compounds? What is the present arrangement for the proper upkeep of compounds?

STAFF

15. Has any official remained on the same post for more than 2-3 years?
16. Are there any assistants to permanent officials employed in the Tahsil? If so, how are the duties divided? Are such assistants actually required? Are there any unauthorized assistants employed in the Tahsil?

NAZARAT

17. What is the permanent advance of the Tahsil? Has adequate security been furnished by the Nazir and are these annually verified?
18. Are Service Books of Tahsil peons and the required verifications being done in the Tahsils?
19. Are all registers up to date? Are the Naib Nazir's accounts properly checked and up to date? Do entries of recoupments in Register I agree with corresponding entries in the Siaha? Is the balance properly brought over from day to day? What are the outstanding items? Are there any unadjusted amounts of credit of more than three years' standing which should have been credited to deposits? Are sums credited in Register V invariably credited in the Siaha the next working day?

CORRESPONDENCE

20. Is a consolidated list of returns maintained? Mention returns which have been submitted late by more than 15 days and give reasons.
21. Is all correspondence received entered in the same register, or are separate registers maintained for correspondence with Sadar and correspondence with other Tahsils? Is correspondence received distributed to officials promptly? Are the counterfoils of chalan bahis returned with promptitude from Sadar? Are they all pasted to their foils on return?
22. Is the monthly abstract of orders not replied carefully and timely prepared by Naib Tahsildar? What are the oldest orders not disposed of.

COURT WORK

23. Are all registers correctly maintained and up to date? Does the Tahsildar initial each entry in the 'fine register' himself? Does he himself make the entries in the repayment order book and is the register sent monthly to the Treasury for verification?

Are Cause List put up on the notice boards a fortnight in advance of the date fixed and are all cases fixed for a date entered in it?

24. Are cases at once registered on presentation of the plaint, application or complaint? Are orders at once passed admitting or rejecting the case? In criminal cases, are the complaints at once examined?
25. Are too many cases transferred to his court by superior courts? Are dates fixed by the Tahsildar himself? Are postponements made without sufficient reasons or for excessive terms? Are all stamps properly defaced and punched and consigned without avoidable delay?
26. Does the Tahsildar periodically examine the files of pending cases? Give Statement of Pending Cases of all categories with dates of three oldest of each category. Give number of cases filed u/s 203 Cr.P.C., No. of cases acquitted and No. of cases in which action u/s 250 Cr.P.C. has been taken.

QURK AMINS

27. How many there are and whether there is sufficient work for them? Have any of them relatives who own or hold land in the Tahsil? How long has each of them been stationed in the Tahsil? Are receipts given for all moneys received and the counterfoils properly kept and checked? What is the security and when was it verified last? Is it adequate?

MISCELLANEOUS

28. Have stocks of furniture etc. been verified? Give date of last verification and put up the register.
29. Put up a note regarding correct maintenance of Gaon Samaj Fund relating to transfer of funds and working of Personal Ledger Accounts correctly, effectively and expeditiously in the District and Tahsils—B.O.No.18/G-S-537/1959, dated March 2, 1960.
30. Put up a statement showing inspections of Land Management Committee's by the Tahsildar, Naib Tahsildars (Regular), Naib Tahsildars (Collection) and Supervisor Kanungos. Give reasons, if any, for not making the prescribed number of inspections.
31. Put up statements up to date position of the following works :
 - (i) Z.A.F., Z.A.C., Adhivasi and Rehabilitation Grant Works.
 - (ii) C.L.R.D. Scheme.
 - (iii) Reconstruction of Takavi accounts.
32. Put up a statement showing the progress in connection with the establishment of lekhpals in the proforma A & B attached to B.O. No. 18186-233/(4)-II-A-303, dated 10th November, 1961.

APPENDIX G

Matters which the Administrative Member, Board of Revenue, examines during the course of his inspection of the Collectorates

I. OFFICERS

1. List of officers present in the District with dates of joining.
2. Distribution of work among officers.
3. Attendance Registers.

II. CASE WORK

4. Statements showing institution, disposal, pending balances and three oldest cases under the Sales-tax Act.
5. (a) Statement regarding case work of A.D.M.(J.) and all presiding officers for the last two quarters in the following form :

CRIMINAL

Name of officer with date of joining	Total No. of cases disposed of	Total No. of cases pending	No. of cases pending over		
			3 months	6 months	One year

REVENUE

Name of officer with date of joining	Total No. of cases disposed of	Total No. of cases pending	No. of cases pending over					
			3 months	6 months	1 year	2 years	3 years	4 years or more

(b) Fortnightly and monthly statements submitted to Collector may also be put up.

6. Number of under-trials who have been in jail for—

Less than 1 month	Between 1 & 3 months	Between 3 & 6 months	Between 6 & 12 months	Over 12 months
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7. Statement of appellate and revisional work done by Collector month-wise for the last 12 months.
8. Put up the register of fine money along with the monthly certificates submitted to Collector under Rule 15 of General Rules (Criminal).
9. State whether the procedure prescribed in B.O. No. 1819(i)/BR(AD)-152A/56, dated August 27, 1956, is being observed by Ahlmads and if not why.
10. A statement for each court giving the number of files pending for consignment and dates of 3 oldest cases with explanations.
11. Put up case diaries of presiding officers. State whether they are written in their own hand-writing as required by Rule 12 of the Hand-Book for Criminal and Revenue Courts.
12. Please give a list of criminal and rent and revenue cases (excluding partition cases) in which there have been 15 or more adjournments. (In the case of criminal cases the number of adjournments should be counted from the date on which all the accused were present in the court). The number of adjournments given in the time of the present officers and the number of adjournments given by the presiding officers before him should also be stated.
13. Please give a court-wise statement and particulars of all pending cases in which arguments were heard more than a fortnight ago but the judgments have not been delivered. Mention the dates when the arguments were heard and the dates noted in the order sheet for the delivery of judgment in respect of each such case.
14. Indicate the procedure observed for the service of summonses of defendants in Pakistan (Board's endorsement No. 16958-17008, dated 23rd September, 1953).
15. Action taken for the delivery of bonds and disposal of liquidation of decree cases under the Encumbered Estates (Amendments) Act in accordance with B.O. No. 10591-638/BR (Judl. Ex.)/416C, dated 21st September, 1954 and No. 22552-99/BR(Judl. Ex.)/416C, dated 21st October, 1954.
16. No. of cases pending in which final awards have been declared but bonds have yet not been issued.

III. INSPECTIONS

17. Put up inspection notes with their compliance reports of the following officers:
 - (a) Administrative Member
 - (b) Commissioner
 - (c) District Officer
 - (d) Presiding officers (in regard to their court staff)
 - (e) Gazetted officers in charge of Combined Office, Record Room and Nazarat.
18. Number of inspections of various Sections of the Collectorate made by the Office Superintendent and number of Tahsils in which the work

of the Wasil-baqui-Navis has been inspected by the Chief Revenue Accountant.

19. Dates of inspection of Police Stations and Jails made by the Collector or S.D.M. during the last 12 months.

IV. TOURS

20. A statement showing number of days spent on tour during rainy season/winter by Collector, Additional Collector and Deputy Collectors.

V. CORRESPONDENCE

21. Difficulty, if any, experienced due to non-indexing of unimportant letters in the Receipt Register or Dak Bahi.
22. Put up the list of pending references and a statement showing letters received and despatched during last 2 years and current year and number of references pending over 1 month/over three months.

VI. OFFICE STAFF

23. Statement showing the strength of ministerial and inferior staff both permanent and temporary along with gradation lists. State number of scheduled caste persons and if their representation is less than 18 per cent, give reasons therefor.
24. State whether the Service Books are up-to-date with all postings of promotions, reversions, leave, etc., and certificates regarding verification of services from the local records.
25. Put up Order Book and a report whether Personal File of each official is maintained.
26. No. of cases of arrear claims between:
 - (a) One and three years,
 - (b) Three and five years, and
 - (c) More than five years,
 pending, with reasons.
27. Number of officials who have completed five years in the same post. State whether Board's sanction has been obtained for their continuance in the same post beyond 5 years.
28. Put up Attendance Register.

VII. PENSION

29. Put up a statement showing the following information:

Total no. of pension cases pending	One year	Two years	Three years	Four years	Five years or more	Reasons for delay
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30. Give another statement of persons who are due to retire within the next 12 months but the preparation of whose pension papers has not yet been taken up, with reasons for delay.

31. Number of persons who have retired but whose Contributory and General Provident Fund amounts have not yet been paid, with reasons.

VIII. DEPARTMENTAL ENQUIRIES

32. Give total number of departmental enquiries pending against officials and the number in which they have been placed under suspension.
33. A short note by the officers before whom enquiries are pending giving relevant dates and the reason for delay separately in case with Collector's comments on each case.

IX. EMBEZZLEMENTS

34. Number of cases of embezzlements during the last 3 years. Give details under the following heads:
- (a) Name and designation of official or officials who committed embezzlement.
 - (b) Amount embezzled.
 - (c) Whether the embezzlement was facilitated due to any defect in rules or it was due to lack of supervision. In the former case, the action taken to get the rules amended and in the latter case punishment awarded to the supervising staff may be reported.
 - (d) Punishment awarded to official or officials who committed the embezzlement.
 - (e) Amount recovered.
 - (f) Amount written off.

X. INQUIRY OFFICE

35. If any Inquiry office exists in the Collectorate, give the following information:
- (a) Number of inquiries handled by the Inquiry Clerk.
 - (b) Nature of inquiries and the method adopted to answer them.
 - (c) Usefulness of the scheme.
 - (d) How is the inter-telephone system working.
 - (e) Whether the Inquiry Clerk has been entrusted with some other work? If so, what?

XI. SECURITY

36. Has security been taken from all officials who have been entrusted with the custody of cash, stores or other valuables?
37. Put up Security Register and report whether anyone was allowed to handle cash in excess of his security.

XII. NAZARAT

38. Put up a statement showing particulars of the items remaining outstanding in the books of Nazir and Naib Nazir for more than three months (Para. 1433, Revenue Manual).
39. If the Nazir has retained with him any amount contrary to the provisions of para. 1427, Revenue Manual or in excess of the security money (para. 1429, Revenue Manual), give reasons therefor.
40. Does Nazir still maintain the Service Books of Tahsil peons? Who

does the annual verification of the services of these peons? (Para. 6 of Appendix M of the Collectorate Reorganization Report).

XIII. FURNITURE

41. Show stock book of furniture.
42. Name of gazetted officer who last physically verified the stock, date of verification and a list of articles found missing.
43. (a) Has the Office Superintendent checked the entries regarding new purchases in the stock book of furniture with the Contingent Register?

XIV. BUILDINGS

43. Additions, alterations and special repairs to the revenue buildings both at Sadar and Tahsils during the last financial year.
44. New constructions during the last financial year.
45. Items of constructions, alterations, additions or special repairs proposed for the current financial year with their comparative importance on merits and a report whether any of them has been sanctioned.
46. Statement showing the income from the court compound, how it is achieved and the expenditure incurred during the last financial year and the position in the current financial year.

XV. ARMS

47. Arms licences of various kinds issued. Also put up the inspection notes regarding the work of Arms Clerk and a report whether licences for various kinds of arms are renewed after inspection.
48. A report as to how the Cardex System introduced in the Board's Office under the Collectorate Reorganization Report has affected the work of Arms Clerk.

XVI. LIBRARY

49. Put up the catalogue of books and the last annual verification report of the library by the Officer-in-charge.
50. State the position in regard to missing books and adequacy of books required for reference by courts.
51. Report whether newspapers are still being purchased at Government cost.

XVII. RECORD ROOM

52. Put up a statement showing the position of weeding in the following forms:

No. of files due for weeding	No. of files weeded	Balance	Explanation if balance is large
53. Put up another statement showing the following:			
No. of files sent out during the current financial year	No. of files received back	No. of files not received back	
On requisition by courts and offices	On a/c/of Badar		

54. Monthly and yearly statements of income from inspection, search and requisition fee for the last 2 years.
55. Put up inspection books of Record Rooms.
56. Arrangement of Judicial files, i.e., whether they are split up only in Nathis A and B according to the Collectorate Reorganization Order or the old system of maintaining them in 3 Nathis is still continuing.

XVIII. FORMS AND STATIONERY

57. Put up verification reports of forms and stationery.
58. Report whether the standard of permanent advance of saleable forms is adequate and whether supply is made by the Superintendent, Printing and Stationery, according to this standard. If not, how are the requirements met?

XIX. COPYING BRANCH

59. Put up a statement showing the following information :

Number of applications for copies						No. of copies issued after 2 days in the case of urgent and 14 days in the case of ordinary applications with reasons therefor		
Filed		Disposed of		In balance				
Urgent	Ordinary	Urgent	Ordinary	Urgent	Ordinary	Urgent	Ordinary	Reasons

60. Are carbon copies of judgments and decrees taken out in courts and statements taken down with the help of ball-point pens and carbon paper?
61. Any difficulty felt on account of the abolition of the post of head copyist.

XX. BUDGET AND EXPENDITURE

62. Put up a list of allotments under the heads controlled by the Board under "25.—General Administration Department", the amount spent and the balance available. How many fan-pullers were employed during the months May to October? If electric installation exists in the building, state why fan-pullers were employed?
63. Special messengers, if any, employed for carriage of dak of officers on tour.
64. Report whether any expenditure on account of electric charges, fan-pullers, etc., is met out of District contingencies for the (i) Office room, (ii) Stenographers' room and (iii) Visitors' room at the residence of the District Officer contrary to the provision of para. 42, Appendix X of the F.H.B., Vol. V, Part I.

XXI. RETURNS

65. A consolidated list of returns maintained by the Officer-in-charge.

66. A clerk-wise statement showing separately the returns submitted late by each clerk in each of the last 12 months. In the case of returns delayed, the list should show the dates on which they were due and the dates on which they were despatched.

APPENDIX H

Headings under which a Preliminary Report for the Inspection of a Collectorate is prepared in Madras State

I. Office Procedure—

Preamble,
Office Organisation,
Distribution of Work,
Office Order,
Attendance Register,
Opening of Tapals,
Casual Leave Register,
New Case Register,
Personal Register,
Periodical Register,
Arrear Lists,
Security Register,
Fair Copy Register,
Stamp Account,
Local Delivery Book,
Government Suits Register,
Register of Immovable Properties Purchased in Civil Court Sales,
Ledger of Pauper Stamps Duty,
Copy Application Register,
Call Book,
Register of Temporary Establishment,
Disposal of Revenue Business,
Official Language Implementation Act,
Record Issue Register,
Rack Register and Record Index,
Destruction of Records,
Record Room,
Library,
Flat File Cases,
Stock Register of Stationery and Forms,
Destruction of Record Disposals which are 30 years old—review
by Collector,
Tent Register,
Office Building and Compound,
Fire Protection and Fire,
Drill Register,

Scrutiny of Files to see Collector's personal contribution,
Disciplinary Cases,
Village Officers' Appointment and Punishment,
Embezzlement by Village Officers,
Inspection of Subordinate Offices by Collectors,
Touring by Collectors,
Touring by Revenue Divisional Officers,
Confidential Records with the Huzur Sarishtadar,
Confidential Records with the Personal Assistant and Additional
Personal Assistant, and
Confidential Records with the Collector.

II. District Revenue Administration—

Planning,
Magisterial and Miscellaneous—Land Revenue and Additional
Surcharge,
Madras Land Revenue Surcharge Act, 1954,
Excise Collections,
Prohibition,
Income tax,
Land Acquisition,
Assignment of Lands,
Loans,
Demand,
Collection and Balance,
Intensive Manuring Scheme,
Minor Irrigation,
Estates (Abolition and Recent Reduction) Act,
Discretionary Grants,
Civil Supplies,
Local Development Works,
Five Year Plans,
National Extension Service and Community Development Schemes,
Working of District Development Council,
Rural Water Supply Comprehensive Scheme,
National Water Supply and Sanitation Scheme,
Food Production,
Intensive Cultivation Scheme and State Seed Farms,
State Trading Scheme,
New Well Subsidy Scheme,
Madras Land Utilisation Order,
Soil Conservation,
Madras Preservation of Private Forests Act,
Harijan Welfare,
Vanmahotsava,
Evacuee Property and Loans Advanced to Displaced Persons,
Magisterial Branch,

Administration of Security Sections,
Passports, and
Petroleum Acts, etc.

III. Miscellaneous—

Elections,
Small Savings Scheme,
Tenancy Laws,
Madras Inam Assessment Act,
Resumption of Inams,
Textile Control,
Metric Weights and Measures,
Derequisition of Military Lands,
Agricultural Income-tax,
Implementation of Panchayat Act, 1958,
Mines and Minerals,
Flood and Distress Relief Works,
Land Inspection and Rectification of Defects, and
General Remarks.

APPENDIX I

Headings under which a Preliminary Report for the Inspection of a Collectorate is prepared in Maharashtra State

Delay cases
Office procedure
Tapal
Work sheets
Daftar inspection
Coordination meetings
Assembly questions register
Workload
Docket sheet cases
Await register
Fixed register
Periodicals
Records
Library
Collector's diaries
Additional Collector's diaries
Prant Officer's diaries
Jamabandi and inspections
Visitors and applicants
Dead-stock register
Gradation list of Awalkarkuns and Circle Inspectors
Gradation list of clerks
Gradation list of class IV employees
Service books
Leave applications
Duration of postings
Pension cases
Landed property register
Security bonds register
Departmental enquiries
Training
Delegation of powers
Muster roll
Disposal of Government waste land
Disposal of N.A. land
Revenue-free grants

Lands, levy and assessment of non-agricultural
assessment
Standard rates under L.R. Rs.
N. A. Map
Encroachments on Government lands
Encroachments on municipal lands
Appeals against the orders under Section 37 (a) Land
Revenue Code decided by the Collector
Town planning
Land acquisition
Land acquisition cases
Record of rights
Boundary marks
The Bombay Prevention of Fragmentation and
Consolidation of Holdings Act of 1957
Crop cutting experiments
Management of estates under Section 44 of the
B.T. & A.L. Act of 1948
Working of Section 65 of B.T. & A.L. Act 225
Implementation of B.T. & A.L. Act of 1948
Disposal of revision applications
Disposal of tenancy appeals
The Bombay Pargana and Kulkarni Watan Abolition
Act of 1960
The Bombay Personal Inam Abolition Act
B.S. & Jagirs and other Inams Resumption Rules
Bombay Service Inam Abolition Act
The B.M.T. & Areas Jagir Abolition Act
The Bombay Bhil Nayak Inam Abolition Act
The B.M.T. Miscellaneous Alientation Act
Inferior Village Watan Abolition Act
Bombay Land Tenure Abolition Act
Disposal of Watan Appeals
Watan appeal cases
Tagai grants
Tagai form No. IX
Tagai arrears
Implementation of tagai work
Tagai accounts
Tagai applications
Annewari
L.F. Cess remuneration
Recovery of land revenue
Recovery of other Government dues
Partition decrees
Arms licence register

Enquiries into applications
Renewal of licences
Grant of revolver licences
Cancellation and suspension of licences
Persons possessing more than one weapon
Register of licences of shops selling arms
Register of fire-arms of Government servants
Inspection of arms dealers' shops by police officers
and magistrates
Marking and numbering of country-made weapons
Disposal of confiscated and forfeited fire-arms
Petrol licences
Explosive licences
Entertainment duty
Electricity duty
Accidental fire
Estates under the Court of Wards Act
Village Panchayats
N.E.S. & C.D. Block activities
Bombay Land Requisition Act
Scarcity conditions
Compliance of inspection notes
Outstanding audit objections
L.R. Administration report
Confidential papers
Typing
Recovery of L.F. Cess
Accounts staff
Stationery
Cash book
Permanent advance
Contingent register
Copying applications and accounts of fees
Court fee stamps
Electoral rolls
Evacuee property
Mela rules
Huzur Treasury inspections
Service stamps accounts
Residence of Talathi in their jurisdiction
Maintenance of motor cars by officers
Amalgamation of deserted villages
Decrees of dues in pauper suits
Working of Sugar Licensing Order
Diaries of Supply Inspectors
Security bonds of F.P. shops

Maintenance of dead stock register
Physical verification of food grains and gunnies
Fortnightly condition reports
Disposal of audit and inspection notes
Transport contract tender
Reduction in stock of food grains
Working of the District Supply Officer
Food position in the District
Issue of food grains direct to the institutions
Small savings scheme
Miscellaneous

APPENDIX J

*Questionnaire for the Chief Secretary's Inspection of the
Commissioner's Office*

(1) *Organisational set-up:*

- (a) Strength of officers and staff.
 (b) Division of staff into Sections.
 Please name the Sections and the number of persons working in each Section.
 (c) Chart showing the organisational set-up of the Divisional Office, i.e.,
 distribution of staff into various Branches and the channel of movement of cases from clerk to Divisional Commissioner.

(2) *Work-load:*

(a) A statement showing the work-load of each individual in the office as on 1st October, 1960.

S. No.	Name of the clerk or AK	Compilation assigned.	No. of cases received from 1-7-60 to 30-9-60.	No. of cases disposed of during that period.	Total working days in this period	Average receipts per day	Average disposal per day
1	2	3	4	5	6	7	8

(b) A statement showing the work-load of clerks in the Registry as on 1st October, 1960.

Sr. No.	Name of the clerk	Triliterals attached.	No. of inward entries made from 1-7-60 to 30-9-1960	Average entries per day
1	2	3	4	5

(c) A statement showing the work-load of typist as on 1st October, 1960.

Sr. No.	Name of the typist	No. of works typed in 3 months, i.e., July, Aug., Sept.	No. of working days in these 3 months	Average words per day	Remarks
1	2	3	4	5	6

(d) A statement showing the work-load of Branch offices as on 1st October, 1960.

Sr. No.	Name of the Supervising officers	No. of compilations attached to officers for supervision	No. of cases routed through the officers during last 3 months	Average No. of cases per week	Remarks
1	2	3	4	5	6

(3) A graph showing receipts, disposal and arrears week by week from 1-7-1960 to 30-9-1960 for the whole office of the Divisional Commissioner.

(4) Inspection work carried out by Divisional Commissioner. Details in the following proforma may be given for a period of five months.

Month	No. of offices inspected during the month		No. of inspections of local bodies			No. of co-ordination visits, if any, paid to Departments other than Revenue Offices. (Please give names of such offices also)		Number of days spent by Commissioner touring for inspection and other work
	Collector's Office	Treasury Offices	Borough Municipalities	District Municipalities	District Boards	Village Panchayats	8	
1	2	3	4	5	6	7	8	9

APPENDIX K

Proforma for the Inspection of Government Offices by the Collector

(Please omit items which do not apply to a particular office.)

1. Name of office.
2. Location.
3. Jurisdiction.
4. Name of officer-in-charge.
5. Since what date he is holding charge.
6. Names of all the officers who have held charge in the last 36 months.
7. Is the office accommodation adequate?
8. Is the office furniture and equipment adequate?
9. Is the staff adequate according to the standard laid down?
10. What is the strength of office staff?
11. Does each member of the staff (other than supervising staff) keep daily work-sheet and a weekly abstract of arrears?
12. How often does the supervising staff inspect the work of each member of the staff?
13. When was this office last inspected by a superior officer?
14. Has the inspection memo. been complied with in full?
- 14a. Does each clerk arrange his papers systematically such as—
 - (a) Pending action,
 - (b) Await,
 - (c) To be filed?Are papers pending action arranged chronologically, oldest papers being placed on the top?
15. In case of await papers, are reminders being issued periodically to the officers concerned? What is the number of cases over 12 months old pending final disposal?
16. Are papers which are to be recorded sent regularly to the record room? Are papers due for destruction destroyed promptly?
17. Does each clerk maintain the standing Orders File? Is it up-to-date and properly arranged?
18. Are all prescribed registers of accounts maintained properly?
19. Has a register for watching disposal of Legislature Questions been maintained in the prescribed form? Is it periodically scrutinised by the head of the office?

20. Are there any departmental proceedings pending against any member of the staff? If so, whether enquiries are being conducted according to the time limit prescribed by Government.
21. Are pension papers prepared in time?
Are there any cases of delay?
22. Is there a dead stock register? Has it been verified and certified correct by the head of the office within the last 12 months?
23. Is a register of periodical returns (PRA) maintained?
24. Is a register of actual dates of submission of periodical returns (PRB) maintained?
25. Is a register of reference received from the Government or Heads of Departments maintained?
26. What are the targets for different schemes in the current Five Year Plan and what is the progress in each scheme? Budget provision and plan expenditure sanctioned for plan schemes.
27. Are there any suggestions for improving the work of the office?
28. Any other problems requiring immediate attention.

(For PWD OFFICES only)

29. Are running bills of contractors being paid in time?
30. Is there an adequate stock of instruments, implements and other equipments?
31. Is the log book of all motor vehicles in the use of the Department properly maintained?
32. Are plans and estimates received for technical scrutiny being approved in time?
33. Are the stocks held in stores adequate? Have they been verified and certified by an officer as described by Government within the last 12 months?

(For POLICE OFFICES only)

34. What is the state of crime in the District?
35. Is the strength and distribution of the police force adequate?
36. Is the log book of the vehicles in use of the Department maintained properly?

(For EDUCATIONAL DEPARTMENT OFFICES only)

37. Are the grants-in-aid being paid to the recipients in time?

APPENDIX L

Proforma for the Inspection of Government Offices by the Commissioner

(Please omit items which do not apply to a particular office)

1. Name of office.
2. Location.
3. Jurisdiction.
4. Name of officer-in-charge.
5. Since what date he is holding charge?
6. Names of all the officers who have held charge in the last 36 months.
7. Is the office accommodation adequate?
8. Is the office furniture and equipment adequate?
9. Is the staff adequate according to the standard laid down?
10. What is the strength of office staff?
11. Does each member of the staff (other than supervising staff) keep daily work-sheet and a weekly abstract of arrears?
12. How often does the supervising staff inspect the work of each member of the staff?
13. When was this office last inspected by a superior officer?
14. Has the inspection memo. been complied with in full?
15. Does each clerk arrange his papers systematically such as—
 - (a) Pending action,
 - (b) Await,
 - (c) To be filed?

Are papers pending action arranged chronologically, oldest papers being placed on top?

In case of await papers, are reminders being issued periodically to the officers concerned? What is the number of cases over 12 months old pending final disposal?
16. Are papers which are to be recorded sent regularly to the record room? Are papers due for destruction destroyed promptly?
17. Does each clerk maintain the Standing Orders File? Is it up-to-date and properly arranged?
18. Are all prescribed registers of accounts maintained properly?
19. Has a register for watching disposal of Legislature Questions been maintained in the prescribed form? Is it periodically scrutinised by the head of the office?
20. Are there any departmental proceedings pending against any member of the staff? If so, whether enquiries are being conducted according to the time limit prescribed by Government.

21. Are pension papers prepared in time? Are there any cases of delay?
22. Is there a dead stock register? Has it been verified and certified correct by the head of the office within the last 12 months?
23. Is a register of periodical returns (PRA) maintained?
24. Is a register of actual dates of submission of periodical returns (PRB) maintained?
25. Is a register of references received from the Government or Heads of Departments maintained?
26. What are the targets for different schemes in the Current Five Year Plan and what is the progress in each scheme? Budget provision and plan expenditure sanctioned for plan schemes.
27. Are there any suggestions for improving the work of the office?
28. Any other problems requiring immediate attention.

(For PWD OFFICES only)

29. Are running bills of contractors being paid in time?
30. Is there an adequate stock of instruments, implements and other equipments?
31. Is the log book of all motor vehicles in the use of the Department properly maintained?
32. Are plans and estimates received for technical scrutiny being approved in time?
33. Are the stocks held in stores adequate? Have they been verified and certified by an officer as prescribed by Government within the last 12 months?

(For POLICE OFFICES only)

34. What is the state of crime in the District?
35. Is the strength and distribution of the police force adequate?
36. Is the log book of the vehicles in the use of the Department maintained properly?

(For EDUCATIONAL DEPARTMENT OFFICES only)

37. Are the grants-in-aid being paid to the recipients in time?

APPENDIX M

Questionnaire for the Office Inspection of the Heads of Departments

PART I.—OFFICE PROCEDURE

1. *Preamble :*
(Particulars about the period of inspection, date of inspection and the officer inspecting to be furnished).
2. *Personnel :*
(Post details of the officers-in-charge as the Head of the Department, i.e., names and periods of charge. Similar details for the gazetted assistants should be furnished separately).
3. *Office Organisation and Distributions of Work :*
 - (i) Prepare statements showing the division of work between the Head of the Department and his gazetted assistants; and
 - (ii) Scrutinise office orders showing the division of work between Sections and the clerks and prepare statements showing the average number of currents dealt with by each clerk and the total for each Section.
 - (iii) What changes are necessary in the distribution of work to secure greater efficiency?
4. *Strength of office :*
Is the office adequately staffed? (Give details of staff under each category and average outturn with reference to yardsticks wherever prescribed).
5. *Disposal of official business :*
 - Prepare (i) a statement showing the number of papers pending at the beginning of the period, numbers received and disposed of during the period and number pending at the end of the period. If there are already any business statements like the Half Yearly Revenue Business Statement in the Revenue Department, such periods may be adopted.
 - (ii) A statement showing details of over one year papers pending at the time of inspection and reasons for pendency. An abstract showing the number of papers subject-wise and officers with whom pending should also be prepared. Similar abstracts for papers pending for over six months should also be prepared.
6. *Opening of Tappals :*
Describe the procedure now followed and examine relevant office orders.

*Maintenance of Registers :***A. Personal and Periodical Registers :**

- (i) Have they been periodically checked by the Section Heads and other officers according to a prescribed programme? Put up separate statements showing delays noticed in taking action on papers and in submission of periodicals.

B. Other Registers :

- (i) Attendance Register
- (ii) Casual Leave Register
- (iii) Distribution Register
- (iv) New Case Register
- (v) Fair Copy Register
- (vi) Local Delivery Book
- (vii) Stamp Account
- (viii) Security Register
- (ix) Copy Application Register
- (x) Call Book

(N.B.—If any of the registers given are not in vogue in any office, those registers actually in use in such offices should be adopted instead and commented upon.)

8. Arrear Lists :

(Have they been put up punctually and reviewed.)

9. Records :**(a) Maintenance of Registers and Indices :**

- (i) Record Rack Register
- (ii) Record Issue Register
- (iii) Record Arrear List
- (iv) Indices

(b) Condition of the Record Room**(c) Destruction of Records.**

Is destruction up-to-date?

10. Library :

- (i) Is the catalogue up-to-date?
- (ii) Are all books forthcoming?
- (iii) Have correction slips been pasted to the Manuals and Codes, etc. up-to-date?

11. Forms and Stationery :

- (i) Is a register of forms maintained properly? Has the stock been verified periodically? Does the stock on hand tally with that in the Register? Was the indent sent in time and supply received promptly?
- (ii) Is a register of stationery maintained properly? Furnish similar details as under item (i) above.

12. Is a set of office orders maintained up-to-date?**13. Are the stock files maintained properly?****14. Maintenance of Confidential Files :**

15. *Maintenance of Personal Files*16. *Disciplinary cases against Government Servants :*

(Put up a statement showing the details of cases with the following columns: Name of Government servants concerned; Designation; Nature of delinquency and punishment imposed; Number and date of disposal; Result of appeal, if any; and Remarks.)

17. *Inspection of Subordinate Offices*

- (i) Have all subordinate offices been inspected annually or biennially as the case may be?
- (ii) Has action been taken to watch the rectification of the defects noticed during the inspection?

18. *Audit Objection :*

Put up a statement showing the total number of audit objections pending at the beginning of the period of inspection, the number received and settled during the period and the number pending at the time of inspection. Prepare a detailed statement showing the nature of audit objections pending settlement at the time of inspection and the reasons for pendency.

19. *Disposal of complaints from the public :*

What is the procedure adopted for dealing with complaints from the public and is it satisfactory?

PART II.—ACTIVITIES AND SCHEMES OF THE DEPARTMENT1. *Normal activities of the Department :*

Details about the progress under each activity should be furnished.

2. *Scheme under the current Five Year Plan :*

Furnish details separately for each scheme introduced and its progress. Physical and financial targets and achievements and also short-falls, if any, and reasons therefor should be furnished.

3. *Delegation of powers :*

- (i) Administrative
- (ii) Financial
- (iii) Technical

Note the powers now exercised by the Head of the Department and his subordinate offices under the above heads and on the scope for further delegation of powers.

4. Any points of importance peculiar to the Department and not covered by the points specified above.

5. General remarks.

APPENDIX N

Questionnaire for Inspection of the Departments of the Secretariat

Name of the Department :

Name and designation of the Inspecting Officer :

Period covered by the Inspection :

Dates of Inspection :

1. *Personnel* :

(Furnish details of the officers who held charge during the period covered by the inspection.)

2. *Organisation and Distribution of Work* :

Put up a list of subjects allotted to each clerk, section and officer. Examine whether the allocation of subjects is suitable and whether any change is necessary to ensure greater efficiency.

3. *Strength of Office* :

(a) Is the office adequately staffed?

(Put up a statement showing details of staff under each category and the average out-turn of work with reference to yardsticks wherever prescribed).

(b) If any Section is over-worked, the possibility of redistributing the work among the existing staff should be considered.

(c) Are any clerks or Superintendents retained in a Section for more than three years and is any specialisation for the type of work considered necessary?

4. *Disposal of Official Business*:

(a) Put up a statement showing the number of cases pending at the beginning of the year, number received, disposed of and pending at the end of the year. The number of over one year and over six months papers among the pending cases should also be furnished. The statement should show the details as above for the previous two calendar years and for the period in the current year up to the date of inspection. Details for the cases originally received and dealt with in the Department and the unofficial (U.O.) references received from other Departments and passed on should be furnished separately.

(b) Put up a statement showing the details of over one year and over six months papers pending at the time of inspection, reasons for pendency and with whom pending with an abstract showing the number of papers subject-wise.

- (c) Scrutinise some typical files among the over one year and over six months papers and indicate steps necessary to expedite the disposal.

5. *Opening of Tappals :*

What is the procedure now adopted and does it ensure adequate provision for perusal of tappals by the officers concerned? Are the tappals distributed promptly?

6. *Distribution Register:*

- (i) Is the distribution register maintained in the prescribed form?
- (ii) Are post copies of telephone messages, tour programmes, printed copies, indices, enclosure and spare copies excluded in numbering in the distribution register?
- (iii) Have all numbers seen acknowledged by the clerks in the distribution register concerned?

7. *Personal Register:*

- (i) Have all currents as per distribution register been accounted for in the personal register? (Test-check the receipts on a few dates and note the result.)
- (ii) Have the currents been registered on the same day of receipt?
- (iii) Are the titles entered in column 4, brief and accurate and do they adhere to the authorised heads?
- (iv) Have columns 7 and 8 showing dates of submission and return of cases been filled up correctly?
- (v) Have reminders issued been entered in red ink in columns 9, 10 and 11?
- (vi) Have replies to references and currents to old cases been entered in columns 2 to 6 in their turn on the dates of receipt and in columns 12 to 14 against old cases?
- (vii) Have final disposals noted in column 15 been sent to Central Records Branch promptly and acknowledged?
- (viii) Has the five-days rule for submission of papers by the Section been adhered to?
- (ix) Have papers been kept in office for more than ten days without permission of the officers concerned?
- (x) Furnish the total number of currents detailed in each Section for more than 10 days, 1 month and 3 months and comment on bad delays, if any.
- (xi) Are there cases where lie-over orders have been taken unnecessarily for unduly long periods?
- (xii) Have the personal registers been submitted on the due dates for check by the Superintendents and the officers, and have the registers been checked thoroughly and critically?
- (xiii) Have the remarks of the Superintendent and the officers recorded in the running note files been noted and answered promptly?

8. *Periodical Registers :*

- (i) Are periodical registers maintained correctly and up-to-date?

- (ii) Have the receipt and despatch of periodicals been prompt?
 - (iii) Have the registers been submitted for check by the Superintendent and the officers on the due dates?
 - (iv) When periodical reports are to be disposed of collectively, are the individual reports examined as and when received without waiting for the last report?
9. *Reminder Diary:*
- (i) Is a Reminder Diary for each clerk or Section maintained up-to-date?
 - (ii) Are the next dates for reminders noted at the foot of the drafts and adopted in the Reminder Diary?
 - (iii) Have reminders been issued on the due dates?
 - (iv) Has the Reminder Diary been checked along with the personal registers and periodical registers?
10. *Call Book:*
- (i) Is a call book maintained for each section and action taken promptly on the due dates?
 - (ii) Has the call book been submitted for check on the due dates to the Superintendent and the officers?
11. *Daily Detention List:*
- (i) Is the daily detention list submitted daily to the officers concerned?
 - (ii) Have all papers due for inclusion in the list been shown in it?
 - (iii) Have the directions issued by the officers on the list received prompt attention?
12. Is a list of files pending with officers or in circulation for more than a fortnight submitted every week by the Superintendent?
13. *Arrear List:*
- Has the weekly arrear list been prepared correctly and submitted promptly?
14. *Indices:*
- Are indices (weekly, quarterly, and annual) prepared promptly? Has the authorised index heads been adopted?
15. *Records*
- (i) Have all fresh disposals been transmitted to the Central Records Branch (C.R.B.) promptly?
 - (ii) Have records, taken from the Central Records Branch or the Madras Record Office (M.R.O.) been returned as soon as they are done with?
 - (iii) Have the personal registers and Government Order Numbering books of the third year previous been transferred to the C.R.B.?
 - (iv) Has there been any undue delay in gathering records from the C.R.B. or M.R.O.?
16. *Confidential Records:*
- (i) Are the confidential records kept in an almirah with lock and key?
 - (ii) Is the confidential record issue register maintained in accordance

with the rules and submitted to the officers concerned periodically?

(iii) Has prompt action been taken to transfer confidential records to M.R.O.?

(iv) Has action been taken periodically to list out cases whose continued retention as confidential is *prima facie* unnecessary and have orders been issued thereon?

17. *Despatch:*

Is a register showing cases sent for despatch maintained? Are there any delays in the Section in sending approved drafts to the Issue Section?

18. Has a register of pending Legislative Assembly and Council questions been maintained properly and submitted to the officers concerned promptly?

Is there any undue or avoidable delay in sending the answers to the Assembly and the Council?

19. Is a Register of Assurances and Undertakings maintained properly?

20. *Miscellaneous:*

Are the following registers maintained properly?

(i) Attendance Register.

(ii) Casual Leave Register.

(iii) Movement Register.

(iv) Numbering Book.

(v) U.O. Transit Register.

(vi) Register showing cases sent for typing.

(vii) Register of Forms.

(viii) Register of Stationery.

(ix) Register of Furniture.

(x) Copy Application Register.

21. *Buildings:*

Is the accommodation adequate? Is the office room maintained neatly?

22. *Office Orders:*

Is a file of office orders maintained up-to-date? Have obsolete office orders been removed?

23. *Stock Files:*

(i) Is a list of stock files maintained?

(ii) Are stock files maintained for all important subjects dealt with in the Department?

(iii) Are the stock files maintained up-to-date?

(iv) Are monthly certificates of proper maintenance of stock files submitted to the officer concerned?

(v) Are the stock files submitted to the officers concerned quarterly for check on the prescribed date?

24. *Reference Books:*

(i) Is a list of reference books in each Section maintained and does it tally with that kept in O.P.?

(ii) Are all the reference books kept up-to-date?

25. Any registers or procedures peculiar to the Department and not covered by the questions above should be specified and examined.
26. *General Remarks.*

APPENDIX O

Questionnaire for Inspection of the Branches of the Board of Revenue

Name of the Branch:

Name and Designation of the Inspecting Officer:

Period covered by the Inspection:

Dates of Inspection:

1. *Personnel:*

(Furnish details of the officers who held charge during the period covered by the inspection.)

2. *Organisation and Distribution of work:*

Put up a list of subjects allotted to each clerk, Section and officer. Examine whether the allocation of subjects is suitable and whether any change is necessary to ensure greater efficiency.

3. *Strength of Office:*

(a) Is the office adequately staffed?

(Put up a statement showing details of staff under each category and the average outturn of work with reference to yardsticks wherever prescribed.)

(b) If any Section is over-worked the possibility of redistributing the work among the existing staff should be considered.

(c) Are any clerks/superintendents retained in a Section for more than 3 years in a seat/Section and is any specialisation for the type of work considered necessary?

4. *Disposal of Official Business:*

(a) Put up a statement showing the number of cases pending at the beginning of the year, numbers received, disposed of and pending at the end of the year. The number of over-one-year and over-six-months papers among the pending papers should be furnished. The statement should show the details as above for two calendar years and for the period in the current year upto the date of inspection.

(b) Put up a statement showing the details of over-one-year and over-six-months papers pending at the time of inspection, reasons for pendency and with whom pending with an abstract showing the number of papers subject-wise.

(c) Scrutinise some typical files among the over-one-year and over-six-months papers and comment as to how work can be expedited.

5. *Opening of Tappals:*

What is the procedure now adopted and does it ensure adequate arrangements for perusal of tappals by the officers concerned and are the tappals distributed promptly?

6. *Distribution Register:*

- (i) Is a Distribution Register maintained in the prescribed form?
- (ii) Are reminders other than those from Government and post copies of telegrams numbered?
- (iii) Are all numbers in the Distribution Register acknowledged by the clerks?

7. *Personal Registers:*

- (i) Have all currents as per Distribution Register been accounted for in the Personal Register? (Test check the receipts on a few dates and note the result).
- (ii) Are the currents registered on the same day of receipt?
- (iii) Are authorised major heads used as Titles in column 4?
- (iv) Are reminders entered in red ink in column 8?
- (v) Have replies to references been entered in column 2 in their serial order and against the old cases in columns 9 and 10?
- (vi) Have final disposals been transferred to the Records promptly?
- (vii) Has the five-day rule for submission of papers by Section been adhered to?
- (viii) Are papers kept in Section for more than 10 days without the permission of the officers concerned?
- (ix) Furnish the total number of currents detained in each Section for more than 10 days, 1 month and 3 months and comment on bad delays, if any?
- (x) Is a fly-leaf showing the due dates for check by superintendents and officers attached to each Personal Register and entries made up-to-date?
- (xi) Have the Personal Registers been submitted promptly on the due dates for check by the superintendent and the officers concerned, and have the registers been checked thoroughly?
- (xii) Have replies to the remarks of the superintendent and the officers recorded in the running-note file been answered promptly?

8. *Periodical Register:*

- (i) Is a consolidated periodical register maintained in the form prescribed?
- (ii) Are periodical registers maintained by each clerk concerned correctly and up-to-date?
- (iii) Have the receipt and despatch of periodicals been prompt?
- (iv) Have the periodical registers been submitted for check to the superintendents and the officers on the due dates?
- (v) Is a list of periodicals due from the Board's office in the ensuing month placed on the table of First Assistant and the Assistant Secretaries and the Superintendents. Note the dates of despatch of periodicals?
- (vi) When periodical returns or reports are to be disposed of collectively, are the individual reports examined as and when received without waiting for the last report due from a Collector or other officers?

9. *Reminder Diary:*

- (i) Is a Reminder Diary for each clerk maintained up-to-date?
- (ii) Are the next dates for reminders noted at the foot of the drafts and adopted in the Reminder Diary?
- (iii) Have reminders been issued on the due dates?
- (iv) Has the Reminder Diary been checked along with the Personal Registers and Periodical Registers?

10. *Call Book:*

- (i) Is a Call Book maintained for each Section and action taken promptly on the due dates?
- (ii) Has the Call Book been submitted on the due dates for check by the superintendent and the officers?

11. *Daily Detention List:*

- (i) Is the Daily Detention List submitted daily to the officers concerned?
- (ii) Have all papers due for inclusion in the List been shown in it?
- (iii) Have the directions issued by the officers on the List received prompt attention?
- (iv) Is a certificate that all currents distributed to Sections have been accounted for in the Personal Registers of clerks and that no current is left unaccounted for, furnished with Daily Detention Lists?

12. *Arrear Lists:*

- (i) Are arrear lists prepared in the prescribed form for each Section and submitted every month on the due dates to the First Assistant or the Assistant Secretaries as the case may be and to the Secretary?
- (ii) Are consolidated arrear lists for the Sections under the First Assistant or Assistant Secretary submitted to the Secretary or Additional Secretary promptly with critical review?

13. *Fair Copy and Despatch:*

- (i) Are all the columns in the Fair Copying and Despatch Register (work book) filled up?
- (ii) Are there any long delays in faircopying and despatch?
- (iii) Have progress reports been submitted daily to the Secretary?

14. Is a daily stamp account maintained by the despatcher and has it been checked daily by the superintendent?

15. Is a register of demi-official communications maintained by the Confidential Clerk?

16. *Indices:*

Have the tabling slips been circulated to the gazetted officers and the Members once a week?

17. Have the indices of Miscellaneous and Press series been printed up-to-date?

Have indices of routine series been found in loose-leaf bundles and kept up-to-date?

18. *Records:*

- (a) Have all desposals (B.Ps., Mis., Routine and Press) been received from the clerks up-to-date?
 - (b) Have all Personal Registers, Periodical Registers, Distribution and other registers, which are not in current use, been received from the Sections?
 - (c) Are Record Issue Registers maintained properly for (i) Ordinary Records; (ii) Confidential Records; and (iii) Maps and Settlement registers.
19. (i) Is a Record Arrear List prepared and action taken every month in respect of (i) Ordinary Records; (ii) Confidential Records and (iii) Maps and Settlement registers?
20. Have the records to be deposited in the Madras Record Office been transferred up-to-date?

Forms and Stationery:

21. Has a register for stationery been maintained properly?
22. Has a register of forms been maintained properly?
23. *Library:*
- (i) Is a Receipt Register maintained up-to date?
 - (ii) Is an Issue Register maintained correctly and up-to-date?
 - (iii) Is a Distribution Register maintained up-to-date?
 - (iv) Is an arrear list prepared every month and action taken for the return of books?
24. (a) Is a list of Reference Books maintained in each Section and does it tally with those supplied?
- (b) Are reference books kept up-to-date with all the latest correction slips pasted therein?

25. *Miscellaneous:*

- (i) Is the Circulation Register maintained up-to-date in the prescribed form?
 - (ii) Has an arrear list of pending papers been submitted each week to Members and other officers?
26. (i) Has the Press Register been maintained properly and has it been submitted to the First Assistant once a week?
- (ii) Have the proofs and signature copies been received promptly from the Superintendent, Government Press?
- (iii) Have proofs been returned promptly?
27. Is a Copy Application Register maintained properly and has it been submitted to the First Assistant every week?
28. Are the following registers maintained properly?
- (i) Attendance Register.
 - (ii) Casual Leave Register.
 - (iii) Transit Register.
 - (iv) Numbering Books.
 - (v) Temporary Establishment Register.
 - (vi) Permanent Advance.
 - (vii) Cash Book.

- (viii) Contingent Register.
 - (ix) Undisbursed Pay Register.
 - (x) Register for Registered Post & Railway invoices.
 - (xi) Register for Telephone Messages.
 - (xii) Special Register for Important References from Government.
 - (xiii) Special Register of Suits and Appeals.
29. *Office Orders:*
Is a file of Office Orders maintained up-to-date?
30. *Stock Files:*
 - (i) Is a list of stock files maintained?
 - (ii) Are stock files maintained for all important subjects dealt within this branch?
 - (iii) Are the stock files maintained up-to-date?
 - (iv) Are quarterly certificates of proper maintenance of stock files submitted to the office concerned?
 - (v) Are the stock files submitted to the officers concerned quarterly for check on the prescribed date?
31. *Inspection of Subordinate Offices:*
 - (a) Have all subordinate offices been inspected?
 - (b) Has action been taken to watch the rectification of defects noticed during the inspection?
32. *Delegation of Powers:*
Put up a statement showing the powers (Administrative, Financial and Technical) now exercised by the Board and its subordinate officers and examine the scope for further delegation.
33. *Audit Objections:*
 - (a) Put up a statement showing the audit objections pending at the time of inspection and the reasons for pendency.
 - (b) Is the procedure prescribed in G.O.Ms. 773-Finance, dated 30th July, 1960, being followed?
34. *Disciplinary Cases:*
Put up a statement showing the details of the disciplinary cases dealt with during the period covered by the inspection. Examine a few cases and state whether the correct procedure is followed and whether there are any avoidable delays.
35. Any other registers or office procedure not covered by the questions above should be specified and examined.
36. What is the procedure adopted for dealing with complaints from the public and is it satisfactory?
37. *General.*

